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ABSTRACT

This survey provides a concrete illustration of the influence of unplanned school district organization on educational programs and finance. The study--(1) evaluates the present status of all aspects of the educational program and facilities of the school districts in Orange County, (2) projects population trends for the next five years, (3) lays out the requirements for an adequate educational program and adequate facilities, and (4) considers methods of financing the program and facilities. (FS)

ED037013

ORANGE COUNTY

SCHOOL STUDY

A Report to the

Orange County School Advisory Committee

by the

Texas Research League

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May, 1960

Texas Research League
403 EAST 15TH STREET
AUSTIN, TEXAS

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May, 1960

To Members of the Orange County
School Study Committee
Orange, Texas

Gentlemen:

The Texas Research League is pleased to present to you this study of Orange County Schools as our first research effort on behalf of a local governmental agency. The contributions of Orange County citizens, both in a substantial sharing of the cost of the study and in wholehearted participation and cooperation in the research project, have made it a successful and enjoyable undertaking for our staff.

In particular I should like to commend the efforts of the members of the Advisory Committee, of the school administrators in the county, of the public spirited citizens who underwrote the local share of the project budget and of the individuals who provided special assistance:

- Mr. Cullen Browning and the staff of the Orange Leader provided working space, took the pictures contained in the report, and provided information and assistance throughout the study.

- Mr. G. M. von Schriltz of the Levingston Shipbuilding Company, Mr. Richard LeMaster of the Dupont Sabine Works, and Mrs. J. W. Kendrick of the Texas Employment Commission conducted a study of job opportunities for high school graduates in Orange County.

- Mr. Joe Pineda and the machine data processing staff at Dupont performed most of the statistical analysis of data from the preschool census at a substantial saving in cost.

- Mr. Aubrey Sprawls, Area Development Engineer for Gulf States Utilities, (along with local district manager Mr. T. O. Charlton) located area maps and submitted trend information on utilities connection growth.

- Mr. Jim Ramsey provided space and facilities for a draftsman employed locally to outline facilities floor plans.

- Mr. S. M. Vaughan of the Levingston Shipbuilding Company collected data on estimated industrial employment in the county.

In Austin, Dr. J. W. Edgar and the staff of the Texas Education Agency were particularly helpful in furnishing state-collected information on Orange County schools promptly and in usable form.

The study was conducted by Project Director Glenn H. Ivy. Dr. Bascom B. Hayes of the Educational Administration Staff at The University of Texas served as school program consultant, and Mr. Temple B. Mayhall, A.I.A., Director of School Plant for the Austin public schools, served as school facilities consultant. Both provided excellent guidance and advice in their respective areas.

It is our profound hope that this research study will be a useful tool in providing a top-flight educational system for Orange County in the years ahead.

Sincerely,

Alvin A Burger

Alvin A. Burger
Executive Director

AAB:ph

FOREWORD

The Orange County School Study was motivated not by intolerable conditions in the present, but rather by the desire of the County's educational and civic leaders to do a better job in the future. Orange County Schools have long been recognized as among the best in Texas, but it is hoped that this research project will help to continue and improve that position.

Objectives of the project, as detailed in an outline by the research staff and approved by the Advisory Committee, were:

1. To evaluate the present educational programs, facilities, and financial bases of the school districts in Orange County;
2. To estimate the probable changes in school population in the next five years;
3. To lay out the requirements for an adequate educational program and adequate facilities for the same period of time; and
4. To suggest alternative methods of providing and financing the program and facilities.

It will be noted that this report contains no recommendations. This is in accordance with the League's agreement with the School Study Committee. Instead, it provides the factual basis upon which the Study Committee can build its recommendations to the County School Board and to the public.

This survey was undertaken by the Texas Research League not only to assist the citizens of Orange County, but also to provide a concrete illustration of the influence of unplanned school district organization on educational programs and finance. In addition it is hoped that this study may provide constructive guidance to school authorities and patrons in other counties with similar problems.

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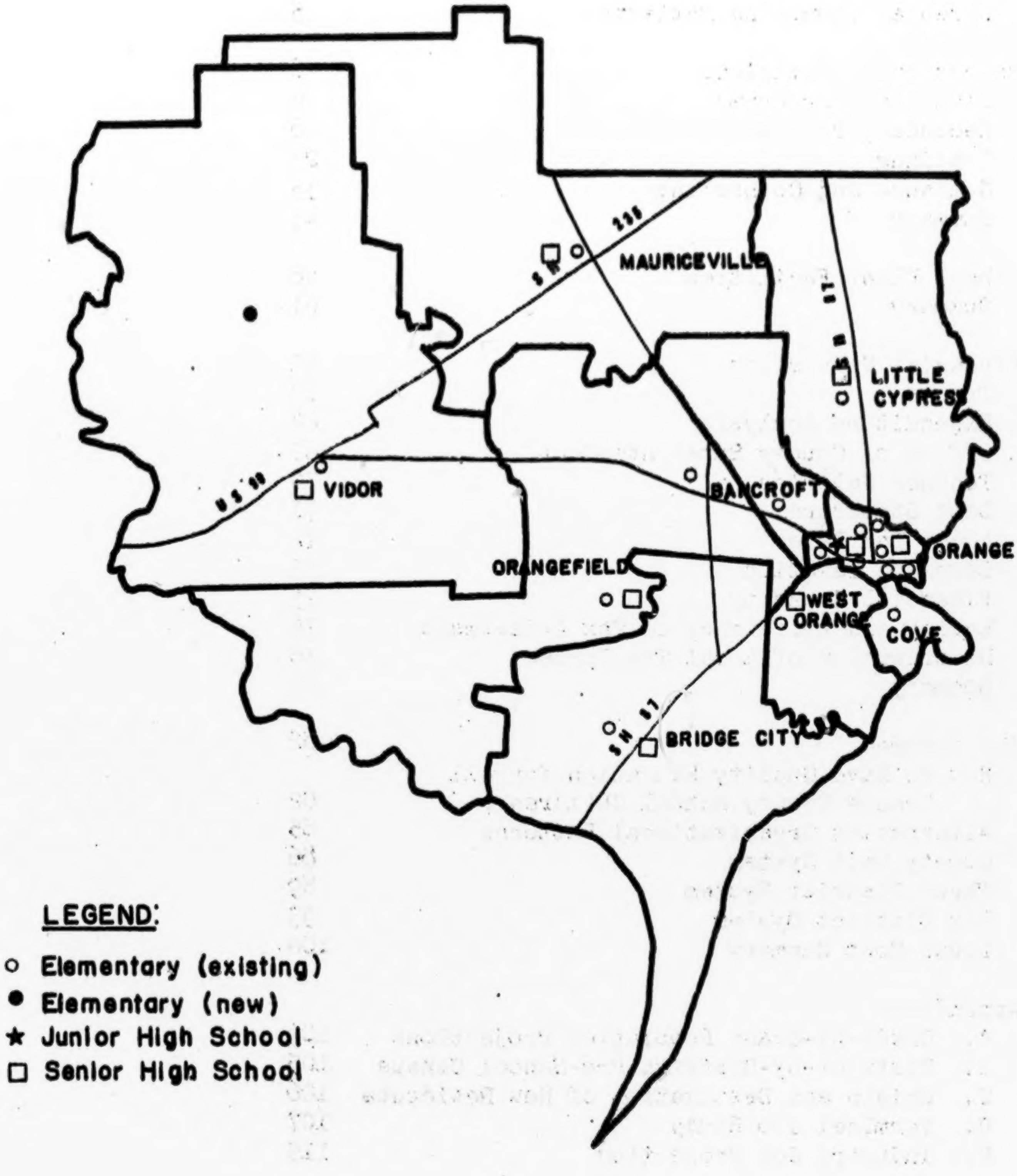
PRESENT SCHOOL DISTRICT ALIGNMENT AND SCHOOL LOCATIONS IN ORANGE COUNTY


MAURICEVILLE
LITTLE CYPRESS
VIDOR
BANCROFT
ORANGE
ORANGEFIELD
WEST ORANGE
COVE
BRIDGE CITY
U S 90
S H 87
S H 62
LEGEND:
○ Elementary (existing)
● Elementary (new)
★ Junior High School
☐ Senior High School

CHAPTER I

SCHOOL ENROLLMENT PROJECTION

Planning for the future necessitates estimating future needs, and an important part of this study has been the projecting of Orange County school enrollments through the school year 1965-66. (Children who will start to school through that year have already been born.) Estimates have been carefully made and checked against all available trend information, but the relatively small area and population involved make the undertaking a hazardous one at best.

ORANGE COUNTY AS A WHOLE

During 1958-59 - the last year for which completed average enrollment figures are available - there were 12,985 White* and 1,343 Colored children in average membership in Orange County schools. Preliminary figures for the current school year indicate a slight drop from the 1958-59 totals. The research staff estimates that by 1965-66 the total enrollment for the county will grow to 17,246 White and 1,858 Colored students. The pattern of growth should be about as follows:

	White	Colored	Total
1958-59 (Actual)	12,985	1,343	14,328
1959-60 (Estimated)	13,630	1,404	15,034
1960-61	14,321	1,507	15,828
1961-62	14,991	1,600	16,591
1962-63	15,526	1,650	17,176
1963-64	16,208	1,729	17,937
1964-65	16,826	1,801	18,627
1965-66	17,246	1,858	19,104

(Grade-by-grade projections are shown in Appendix A.)

---

*Not counting 23 "ungraded" pupils in Orange.

For the county as a whole this represents a projected increase of nearly 4,800, or just under 700 per year. In 1958 the Orange County Hale-Aikin Committee forecast an annual enrollment increase of more than 1,000 per year. However, the research staff's estimate of 700 is in keeping with other trends such as general population increases and new utilities connections. In fact, the staff made a second projection, based on longer-range historical data, which produced an estimated increase of only about 500 per year.

Most of the increased school enrollment must come from migration into Orange County. A pre-school age census undertaken as a part of this study indicates that the number of children now living in the county who will enter the first grade each year through 1965-66 will be about the same - or a little less than - the number entering in 1959:

	Number of Children Eligible to Enter First Grade		
Year	White	Colored	Total
1959 (actual)	1,250	157	1,407
1960	1,286	173	1,459
1961	1,261	174	1,435
1962	1,284	156	1,440
1963	1,199	175	1,374
1964	1,238	158	1,396
1965	1,232	158	1,390

(A district-by-district analysis is shown in Appendix B.)

The prospects for migration are borne out by the fact that exactly half of the children below 18 years of age in Orange County have lived in their present school district five years or less. About a fourth of these have changed districts within the county, but the remainder have come from other counties in Texas or from other states. (Origin and destination of these transfers is detailed in Appendix C.)

WHERE SCHOOL ENROLLMENT GROWTH WILL OCCUR

Estimates of enrollment changes for the individual districts in Orange County are scarcely more than guesses, but they are based on the best information available, and they are in line with historic trends:

District	Total White Enrollment 1958-59	1965-66	Per Cent Change
Bancroft	363	600	65%
Bridge City	1,515	2,900	91
Cove	368	370	-
Mauriceville	313	320	2
Orange	3,975	3,950	1
Orangefield	671	950	42
West Orange	1,347	1,700	26
Vidor	3,341	4,600	38
Little Cypress	1,092	1,850	69
	12,985	17,240	(avg.) 33%

(All colored children attend Orange District Schools.)

Birth data are separately reported to the State Health Department for the City of Orange, and the Orange Independent School District projection - shown above - was made according to the same formula applied to the county as a whole. Estimates for the other districts are based on a combination of historical enrollment trends, utilities connection trends, and known real estate subdivision development plans.

It is anticipated, as may be seen in the table above, that the Orange district enrollment will decline slightly, that Cove and Mauriceville will remain virtually static, that Orangefield and West Orange will increase by about a fourth, that Bancroft and Little

Cypress will increase by about two-thirds, and that Bridge City will nearly double in size. It should be re-emphasized that this is at best an educated guess which could go badly awry.

For comparative purposes the 1960 scholastic census - and the change from 1959 - are reproduced below:

District	Census 1960	Change From 1959	Per Cent of County Total
Bancroft	516	37	3.185
Bridge City	1,823	213	11.253
Cove	456	(4)	2.814
Mauriceville	327	8	2.019
Orange	6,045	(148)	37.311
Orangefield	645	3	3.982
West Orange	1,367	56	8.438
Vidor	3,818	270	23.566
Little Cypress	1,205	103	7.432
Totals	16,202	538	100.000

(Minus figures in parenthesis.)

PLACE OF EMPLOYMENT COMPARED TO PLACE OF RESIDENCE

Family heads often work outside the district where they live and send their children to school. To measure the extent to which this happens in Orange County, census takers asked the place of employment of the father (or chief wage earner) for each child below the age of 18 on September 1, 1959. Table I on the next page demonstrates that relationship. For example, fathers of 4,610 children work in West Orange, but fathers of only 1,046 children live and send their children to school in West Orange. In all, fathers of 1,841 children live in West Orange, but nearly a third work in Orange. The others are scattered throughout the county.

Table I

Father's Place of Employment by School District, 1960

Number of Children under 18 years of age

Father's Place of Employment	Bancroft	Bridge City	Cove*	Maurice-ville	Orange	Orange-field	West Orange	Vidor	Little Cypress	Total	%
Unknown	24	6	1		11	9	3	21	14	89	.43
Bridge City		658	3	8	18		18	5	1	711	3.43
Cove	8		395		7	1	14			425	2.05
Mauriceville			0	180	1	1				182	.88
Orange	192	298	42	87	4336	299	566	131	747	6698	32.31
Orangefield	1	41	1		11	344	9	2		409	1.97
West Orange	191	657	143	63	1947	145	1046	98	320	4610	22.24
Vidor	4		1	5	11	2	1	1693		1717	8.28
Little Cypress	3		5	2	68	7	5		274	364	1.76
Bancroft	163	2	1	5	7					178	.86
Beaumont	10	53	12	46	115	21	50	2285	53	2645	12.76
Port Arthur	14	770	15	41	133	61	66	225	37	1362	6.57
Other Jefferson Co.		220	4	9	41	48	18	156	10	506	2.44
Jasper County			1		7			13	5	26	.13
Newton County			1	2	11	1		15		30	.14
Louisiana	1	20	7	6	83	8	10	21	31	187	.90
Other Texas Cos.		19	8	26	99	17	10	170	17	366	1.77
Other States		28	10		107		25	22	31	223	1.08
Total	611	2772	650*	480	7013	964	1841	4857	1540	20728	100.00
Per Cent	3%	13%	3%	2%	34%	5%	9%	23%	7%		

*Estimated.

(In reading Table I it must be remembered that the numbers refer to children, not to fathers. There are a total of 20,728 children, not 20,728 fathers. Of course, many of the fathers have two or more children below 18 years of age.)

Bridge City, Vidor and Little Cypress particularly - and Bancroft, Mauriceville and Orangefield to some extent - are what is known as "bedroom districts." In other words, more fathers live there than work there by a substantial margin. Most of the "surplus" fathers from these bedroom districts work in West Orange and Jefferson County.

A study done by the Texas Employment Commission in 1958 on commuting patterns of workers in the Jefferson-Orange County area sheds additional light on this topic. Table II, drawn from T.E.C. report, shows 1)where Orange County residents work, and 2) where Jefferson County residents work in Orange County.

The amount of commuting between Vidor and Jefferson County is particularly noticeable in the table. It is apparent that Vidor is much more closely tied, in an economic sense, to Jefferson County than to Orange County. It is also significant that 3,510 Orange County residents work in Jefferson County, while only 1,330 Jefferson County residents work in Orange. (Over half of the commuters from Orange to Jefferson County are from Vidor.) This fact means that attempts to equalize educational support by Orange County industries for children of industrially connected workers can be only partially successful. Too many fathers work in Jefferson County at industrial installations which provide no direct school support for Orange districts.

Table II

Place of Residence Compared to Place of Employment for Orange County Residents and Employees, 1958

	Work In									
	Orange		Orange Environs[a]		Vidor and Environs		Jefferson County		Total	
Live In	No.	Per Cent	No.	Per Cent	No.	Per Cent	No.	Per Cent	Number	Per Cent
Orange	5,395	55	3,490	36	25	b	920	9	9,830	100
Orange Environs[a]	775	31	965	39	130	5	595	24	2,465	100
Vidor and Environs	145	6	105	4	325	14	1,805	76	2,380	100
Balance of Orange County	205	28	325	44	10	1	190	26	730	100
Jefferson County	305	23	920	69	105	8	NA	NA	1,330	100
Other Texas Counties	215	59	130	36	20	6	NA	NA	365	100
Louisiana	395	75	130	25	-	-	NA	NA	525	100
Total	7,435	NA	6,065	NA	615	NA	3,510	NA	17,625	100

Source: "Commuting Patterns of the 96,000 Employed Workers of Jefferson and Orange Counties, 1958," Texas Employment Commission.

[a] Includes West Orange.

[b] Less than one per cent.

CHAPTER II

EDUCATIONAL PROVISIONS

Educational quality is at the same time the most important criterion of a good school and the most difficult to evaluate. The best analysis would be one based on the educational attainments of students by the time they finish school compared to an objective measurement of their ability to learn. Unfortunately, no such analysis was possible under the conditions of this study. The best substitute for measuring educational attainments is to examine the program offered, the number and qualifications of teachers, teaching equipment, auxiliary services, and other like "indicators" of quality.

For the analysis of educational programs in Orange County, Dr. Bascom B. Hayes was retained as a consultant to the Texas Research League. Dr. Hayes, a member of the Educational Administration Faculty at the University of Texas, was formerly Assistant Commissioner for Administration with the Texas Education Agency. He was also superintendent of schools at Edna and Brazosport.

Dr. Hayes appraised the program of each Orange County school district in terms of the accreditation standards of the State Department of Education and the Southern Association of Colleges and Secondary Schools. In addition, he measured the programs against "optimum" standards of enrollment, staffing, services and professional qualifications based on published studies by educational leaders and on personal experience and observation.

ORGANIZATIONAL PATTERNS

Several patterns of organization for instruction are employed in school systems for grouping grades and providing appropriate facilities.

The most common organizational patterns are:

- Eight elementary and four high school grades (8-4)
- Six elementary, three junior high, and three high school (6-3-3)
- Six elementary and six high school (6-6)

The full twelve-year systems in Orange County are organized on the following patterns:

Bridge City (4-4-4) - Four elementary, four junior high, and four high school grades rather than six elementary, three junior high and four high school. This pattern was dictated primarily by school growth and the limitations of available buildings.

Mauriceville (6-6) - This pattern is usually followed when the number of high school students is restricted to provide an element of flexibility.

Orange White (6-3-3) - Most larger systems with ample students and facilities follow this arrangement. There are six elementary schools.

Orange Colored (6-6) - The Colored high school is relatively small in numbers and combining the upper six grades makes for more maneuverability in scheduling classes. There are two elementary schools, one of which is on the same campus with the high school.

Orangefield (6-6) - Orangefield also has a relatively small high school enrollment and grouping the upper six grades is the most efficient arrangement. There are two separate elementary schools, one in Orangefield and the other at McLewis.

West Orange (6-6) - With the opening of a new elementary plant at a separate location, West Orange will operate on a 5-3-4 basis next year. Increasing enrollments have made separation of the junior and senior high grades more feasible, but the new plan will, in effect, "borrow" a grade from the elementary level to provide flexibility in the secondary schools.

Vidor (3-3-3-3) - This plan is largely the outgrowth of limited facilities for the elementary grades. Construction of new elementary plants - the first beginning this year - will make other arrangements possible. All students are now taught on one large campus, divided only by roads.

Little Cypress (8-4) - Some departmentalization in grades six and seven provide elements of a junior high program. All students are taught on one large campus, but the new high school is located some distance from the elementary plant and will be separated by a fence.

Bancroft and Cove, the two elementary school systems in Orange County, each are teaching grades one through eight this year, with Bancroft high school students transferring to West Orange and Cove secondary students going to Bridge City. Next year Cove plans to teach grades one through nine, sending only the top three classes to Bridge City.

Conclusions

- The 12-grade systems in Orange County are probably organized about as efficiently as present enrollments and facilities will permit.
- Transfer of the upper grades by Bancroft and Cove is preferable to conducting a 12-grade program with limited numbers of students. The proposed retention of grade nine in the Cove district in 1960-61 should be reconsidered.

ELEMENTARY EDUCATION

BANCROFT. This school system provides an elementary curriculum which includes:

1. The basic skills in reading, writing, arithmetic, oral and written communication.
2. Ideas, information, understanding and skills in school studies and science.

3. Art and music to a limited degree.

4. Safety, personal health and physical coordination and skill are provided at a minimum level due to limitations imposed by the size and training of the faculty.

The school is organized so that students in grades 1 - 6 are taught for the full day by one teacher, with limited departmentalization in grades 7 - 8. Individual variations and needs of pupils are recognized by grouping pupils within the class and to a limited extent by offering special experiences for special interests, abilities and needs.

The program is not enriched by students participating in such activities as community improvement projects, field trips, science fairs and the like.

Supplies and equipment for teaching including maps, globes, charts, audio-visual aids, books, magazines, periodicals, pictures, encyclopedias and other reference books are provided at the minimum level.

BRIDGE CITY. Students are taught by a single teacher daily in grades 1 - 6, with some departmentalization beginning at grade 7. The elementary curriculum includes:

1. The basic skills in reading, writing, and arithmetic. Oral and written communication are fairly adequately taught.

2. Ideas, information, understanding and skills are taught at an acceptable level in social studies and science.

3. Music and art are taught incidentally in grades 1 - 5; art is taught on this basis also in grades 6 - 8; and some specialization in instrumental music begins at grade 5, and in choral music at grade 7.

4. Safety, personal health and physical education are integrated and taught by the homeroom teachers in grades 1 - 6, with special teachers assigned to the integrated program at grades 7 and above.

Individual variations and needs of pupils are recognized by grouping within the classes in grades 1 - 6, and to a limited extent by teachers preparing assignments of varying difficulty to provide for achievement and ability levels within the class or grade level involved.

Supplies and equipment for the teaching of science, and such supplies as maps, globes, charts, audio-visual aids, books, magazines, periodicals, pictures, encyclopedias and other reference books, are provided to a limited degree, apparently below the minimum level.

The library is inadequate at the elementary level. A minimum of five titles per student in membership is required, while the district provides only three titles per student.

Little use is made of community resources to enrich the learning experiences of students.

COVE. The school is organized to offer instruction in grades 1 - 8. One teacher is assigned to teach each of two sections of grades 1 - 2; a section of grade 3 is assigned to one teacher, while another has a mixed section of grade 3 and 4 students; one teacher is assigned to a section of grade 4 students. Departmentalization begins at grade 5 so that teachers trained in physical education are available for assignment to that subject in grades 5 - 8.

The elementary school offering includes reading, writing, arithmetic, and oral and written communication. Elementary science, social studies, health, safety, and physical education are also taught. Little art and music are offered. The district attempted to secure a music instructor this year, but a qualified teacher was not available.

Individualization of instruction is provided by grouping within the class sections in grades 1 - 4.

Supplies and equipment for teaching, such as maps, globes, charts, audio-visual aids, encyclopedias and reference books, are provided at the minimum level.

Students do not participate in science fairs or community improvement projects.

The library does not contain the minimum of five titles per student.

MAURICEVILLE. Elementary school students are taught in self-contained classrooms at each grade level, one teacher being assigned to teach all subjects. Departmentalization begins at the seventh grade. The elementary school curriculum includes:

1. Reading, writing, arithmetic, spelling, and oral and written communication skills.
2. The social studies are taught at each grade level.
3. Science instruction in the elementary level is taught by textbook methods. Little or no equipment is available. Some integration of science with other elementary school subjects is practiced.
4. Music and art are incidentally taught, if at all.
5. Safety, personal health and physical skills are taught by the homeroom teachers.
6. Individual needs and variations of pupils are recognized to some extent by grouping within the elementary classes, particularly at the primary grade level (grades 1 - 3).

Minimum needs for teaching supplies, such as maps, globes and charts are not provided.

No central library is maintained but room libraries provided meet standards, there being seven titles per student in membership.

No student participation in school improvement projects is contemplated, nor is the program enriched by means of school-supervised field trips, science fairs, and the like.

ORANGE. The need for the steadying experience of working closely with a single teacher for the full school day with a membership that does not change basically is the pattern recognized and followed in the elementary schools. Individual needs and variations are recognized by grouping of pupils within class sections and by giving special experiences for special interests, abilities and needs.

At the elementary school level some degree of departmentalization is used for such subjects as music and physical education.

Students participate in community projects and activities, and school-supervised field trips, science fairs, and the like, are used to enrich the curriculum and stimulate interest. In the elementary curriculum:

1. Communicative skills, and skills in reading, arithmetic and writing are adequately taught.
2. Knowledge, understanding, skills and appreciation for our culture and natural environment are taught in the social studies and science.
3. Music and art skills and appreciation are developed.
4. Safety, personal health and physical skills are well integrated at the elementary school level.

Each school is provided with a central library, adequately stocked with a balanced book collection. The collection exceeds the American Library Association's standard of ten titles per student.

Equipment and supplies are available and are used in sufficient quality and quantity to provide a good instructional program. Audio-visual aids, maps, globes, charts, pictures, films and film slides, encyclopedias and other reference books, as well as multiple texts, are used in the program of the elementary schools.

ORANGEFIELD. The classwork at the elementary school level is in the main carried on in self-contained classrooms; that is, a single teacher is assigned to work rather closely with children of each grade or class level for the full day. Individualization is achieved by grouping within the class. However, some departmentalization begins at grade 5 in the fields of music and physical education. The program is taught on a departmental basis at the grade 7 - 12 level. In the elementary school curriculum:

1. The basic skills in reading, communication, numbers and writing are taught.
2. Ideas, information, understanding and skills in the social studies and elementary science are taught acceptably, but the art and music offering at the elementary level does not meet high quality standards.
3. Safety, personal health, and physical coordination and skill are integrated for elementary school instructional purposes, with regular classroom teachers handling the program.

Supplies and equipment such as maps, globes, charts, pictures, films, film slides, books, periodicals, reference material, and the like, are provided at the superior level.

The library contains more than seven titles per student in membership.

The instructional program is enriched by field trips and student participation in such activities as science fairs.

WEST ORANGE. Instruction is provided on a self-contained classroom basis by individual teachers at the elementary school level except that special teachers are provided for music and physical education in all elementary school grades. Departmentalization begins in the 7th grade. In the elementary school curriculum:

1. The elementary school program in basic skills - reading, writing, communicative skills, spelling and numbers - are taught.
2. The program in social studies, science, and art stress appreciation, understanding, knowledge and skill. Art is integrated with other elementary school subjects. The music program is thought to be very good by local officials.
3. Safety, personal health, and physical skill and coordination are taught as integrated subjects by special teachers in the elementary school.

A separate library is provided for the elementary school which meets acceptable standards.

Teaching aids such as film strips, films, reference books, multiple texts, maps, globes, charts and the like, are supplied at the superior level.

The elementary program is enriched by community projects, field trips, and participation in such activities as science fairs.

VIDOR. The instruction is given on a self-contained classroom basis in the primary and elementary school grades, but the classes are so large it is difficult to individualize instruction, particularly in grades 1 - 5. Some grouping within classes is used in the primary schools. Departmentalization begins with grade 7. In the elementary school curriculum:

1. The basic skills in reading, communication, numbers and writing are taught.
2. Social studies and science are offered in each grade.
3. Art and music are taught on an incidental basis in grades 1 - 6.

4. Safety, health and physical education are taught by the regular classroom teachers on an integrated basis.

Teaching supplies and equipment such as maps, globes, charts, visual aids, reference materials, and the like, are inadequate.

Little enrichment of curriculum experiences is available to elementary school pupils. No community improvement projects, outside resource people, participation in science fairs, and the like, are employed to vary the program in grades 1 - 6.

The elementary school library contains only two titles per student in membership.

LITTLE CYPRESS. Instruction is given in self-contained classrooms in grades 1 - 6, that is, single teachers have the responsibility for the entire instructional program for each section of each of the first six grades. Departmentalization begins with grade 7. In the elementary school curriculum:

1. Basic skills in reading, writing, arithmetic, oral and written communication are taught in the elementary schools.
2. Social studies and elementary science are provided at each elementary grade level.
3. Music and art are taught incidentally below grade 7. Students in grades 7 - 8 are enrolled in chorus and band on an elective basis.
4. Safety, personal health and physical education are integrated and taught by regular classroom teachers in grades 1 - 6; coaches and physical education teachers give instruction in this phase of the curriculum in grades 7 - 8.

Teachers divide their classes into small groups in grades 1 - 6 so that students of approximately equal achievement levels may be taught together, and so that some degree of individualization may be achieved.

Supplies and equipment for the teaching of science, and materials such as encyclopedias, reference books, pictures, films and film slides, maps, globes and charts, are provided at the minimum level.

Students participate in science fairs, community improvement projects, and a few planned, school-supervised field trips are taken by students.

The elementary school library does not meet minimum standards, there being less than five titles per student available.

Conclusions

- All of the elementary schools in Orange County provide for teaching basic reading, writing, arithmetic, social studies, and communicative skills in an adequate fashion.
- Provisions for elementary science are minimal in Bancroft and Cove, inadequate in Mauriceville.
- Elementary art and music instruction is inadequate in Cove and Mauriceville, and provided at adequate levels only in Orange and West Orange.
- Library provisions for elementary students are inadequate in Bridge City, Cove, Vidor, and Little Cypress. They are limited in Bancroft and Mauriceville.
- Health and physical education are offered at or above minimum standards by all districts.
- Only Orange, Orangefield, West Orange, and Little Cypress have an elementary program adequately enriched by school improvement projects, school supervised field trips, science fairs and the like.

SECONDARY CURRICULUM

Orange County high schools are offering everything from English I to Cosmetology according to their class schedules for Fall 1959. In addition to Cosmetology, a Vidor high school student could take Zoology or a course in Office Machines which was available nowhere else in the county. Bridge City is the only district offering Consumer's Math, and

Trigonometry could be studied only in Bridge City, Orange, or Orangefield. West Orange has a monopoly on Economics and Commercial Law, and - along with Orange - offers the only available course in Latin. French could be studied only in Orange. The complete rundown of courses available is shown in the table below.

Table III

COURSES OFFERED IN ORANGE COUNTY HIGH SCHOOLS, FALL 1959

Courses	Bridge City	Mauriceville	Orange	Wallace	Orangefield	West Orange	Vidor	Little Cypress
LANGUAGE ARTS								
English	4	4	4	4	4	4	4	4
Journalism	1		1			1		
Speech	1		1			1		1
Spanish	2		2		2	2	2	2
French			2	2				
Latin			2			2		
MATHEMATICS								
Gen. Math	1	1	1	1	1	1	1	1
Bus. Arith.	1/2		1			1		
Consmrs.Math	1							
Algebra	2	1	2	2	2	2	2	2
Pl. Geom.	1		1	1	1	1	1	1
Solid Geom.	1/2		1/2			1/2	1/2	
Trigonom.	1/2		1/2		1/2			
Adv. Arith.				1				
SOCIAL STUDIES								
World History	1	1	1	1	1	1	1	1
American His.	1	1	1	1	1	1	1	1
Texas History						1/2		1/2
Civics	1		1	1	1	1/2	1	1/2
World Geog.			1		1	1		
Economics						1		
SCIENCE								
Gen. Science	1	1	1	1	1	1	1	1
Biology	1	1	1	1	1	1	1	1
Chemistry	1		1	1	1	1	1	1
Physics	1	1	1	1	1	1	1	1
Zoology							1	

(Continued on next page)

Table III (Continued)

Courses	Bridge City	Maurice ville	Orange	Wallace	Orange field	West Orange	Vidor	Little Cypress
BUSINESS EDUCATION								
Jr. Business	1				1		1	1
Typing	2	1	2	1	2	2	2	2
Stenography	2		2	1	1	1	1	1
Bookkeeping	1	1	1		1	1	1	1
Office Prac.	1/2							
Commerc.Law						1		
Office Machines							1	
Gen. Business			1					
MUSIC								
Band	*		*	*	*	*	*	*
Choral	*	*	*	*	*	*	*	*
VOCATIONAL HOME EC.								
Homemaking	2	3	3	3	3	3	3	3
Home Nursing	1/2		1/2					
Home&Fam.Life	1/2		1/2					
VOCATIONAL AGRI.		3	2		2		3	3
INDUSTRIAL ARTS								
Shop	2		2	1		1	2	2
Metal Work			2					
Mech.Drawing	2		2			1	2	
ART			2					
COSMETOLOGY							1	

*Number of units offered not tallied.

In most smaller high schools, courses are alternated from one year to the next so that a larger number of subjects can be offered. This practice causes increased scheduling problems for pupils and teachers and demands considerably more versatility on the part of the staff, but it is an improvement over an unvarying, restricted curriculum. This practice is further complicated by the fact that the student population is highly mobile and places the "in-migration" student at a serious disadvantage.

Bridge City, Orange and Little Cypress have separate graduation requirements for students planning to enter college and those who are not college-bound. The other districts have standard programs for all graduates. Requirements for graduation vary from 17 units in Mauriceville to 24 units (one-half year of course work each) in Orange.

Table IV

1959-60 Graduation Requirements -
Orange County High Schools

	English	Math	Science	Social Studies	Health & P.E.	Electives	Total
Bridge City	3	2	2	2 1/2	4	6 1/2	20
Mauriceville	4	2	2	2		7	17
Orange							
Stark	3	2	2	3	4	10	24
Wallace	4	3	2	2	4	7	22
Orangefield	3	2	2	2	4	7	20
West Orange	3	2	2	2 1/2	4	6 1/2	20
Vidor	4	2	2	2 1/2	4	5 1/2	20
Little Cypress	3	2	2	3	2	6	18
College Plan							
Bridge City	4	3	2	2 1/2	4	4 1/2	20
Orange-Stark	4	2-3	2-3	3	4	8	24
Little Cypress	4	3	2	3	2	4	18

COLLEGE PREPARATION. To measure the college entrance preparation of Orange County high school graduates, the research staff examined the records of 1959 graduates and measured them against entrance requirements for various Texas colleges. All of the records for graduates of the smaller high schools were analyzed, and half or a third of the graduates of larger schools were examined. (Records of 1959 graduates from Mauriceville were not readily available, so 1958 records were used instead.) The following table shows the results of the analysis:

Table V

College Entrance Preparation of 1959 Orange County High School Graduates

High School	Total Graduate Records Examined	Texas University		Lamar Tech		Rice Institute		Total	
		Elig.	Inel.	Elig.	Inel.	Elig.	Inel.	Elig.	Inel.
Bridge City	22	14	8	17	5	5	17	17	5
Maurice-ville	10	7	3	7	3	0	10	7	3
Orange-Stark	37	28	9	32	5	10	27	32	5
Orange-Wallace*	19	7	12	19	0	0	19	19	0
Orange-field	22	9	13	20	2	0	22	20	2
West Orange	30	18	12	29	1	4	26	29	1
Vidor	38	23	15	37	1	3	35	37	1
Little Cypress	25	21	4	21	4	4	21	21	4
Total	203	127	76	182	21	26	177	182	21

*All 19 Wallace graduates could enter Prairieview A & M.

It should be emphasized that not all of the students whose records were examined followed college preparatory schedules. No effort was made to differentiate where a sample was analyzed rather than the full graduating class. Still, of 203 records examined, all but 21 could have entered one of the four colleges.

Only 34 of the graduates whose records were examined could have been admitted to the Engineering Schools of either Texas or Lamar Tech:

Bridge City	4
Mauriceville	0
Orange Stark	11
Orange Wallace	0
Orangefield	2
West Orange	4
Vidor	5
Little Cypress	8
Total	34

To complement the study of college preparation, a committee of personnel administrators in Orange County was asked to survey local job opportunities which did not require a college education and to suggest high school courses which would best prepare graduates for such jobs.* The complete report of the committee is attached as Appendix D, but the following courses were listed as desirable preparations for various jobs in industry and business:

- Physics (offered by all Orange County high schools in 1959).
- Algebra (offered by all Orange County high schools in 1959).
- Chemistry (not offered by Mauriceville in 1959).
- Mechanical Drawing (not offered by Mauriceville, Little Cypress, Orangefield and Wallace in 1959).
- Shop
    Woodworking (not offered by Mauriceville or Orangefield in 1959).
    Metals (offered only in Orange in 1959).
    Auto Mechanics (not offered in Orange County in 1959).
- General Math (offered in all high schools).
- Business Math (offered only in Bridge City, West Orange and Orange).
- Typing - 2 years (two years offered in all high schools except Mauriceville and Wallace which provided one year each).
- Stenography - 2 years (two years offered only in Bridge City and Orange; one year in other schools except Mauriceville).

In addition, the committee commented:

> All high school students should be better prepared in spelling, the use of grammar, and English composition. The importance of being able to communicate with others properly and correctly in both verbal and written forms should be emphasized and re-emphasized.

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*Mr. G. M. von Schriltz, Levingston Shipbuilding Company, Chairman; Mr. Richard LeMaster, Dupont Sabine Works; and Mrs. J. W. Kendrick, Texas Employment Commission.

A significant number of high school graduates fail to successfully pass employment tests because of their inability to read, to interpret correctly what they have read, and to reason correctly after they have made their interpretation. Efforts should be made to improve these abilities in students.

Conclusions

- The Bridge City secondary program would be strengthened by the introduction of art, industrial arts, and homemaking in the 7th or 8th grade curriculum. There is a need for a three- or four-year sequence of a modern foreign language in high school, and industrial shop programs in metals and electrical trades, and a course in Business English. The library is deficient in the number of titles contained.
- Mauriceville students should have some art, and shop work in the 7th and 8th grades and an industrial shop in the upper grades. A three- or four-year foreign language sequence would be desirable, along with courses in Business English, Consumer's Math, Stenography, Typing II, Mechanical Drawing, Algebra II, Plane and Solid Geometry, Trigonometry and Chemistry. Library books are inadequate in number, and much laboratory equipment should be provided.
- Stark Senior High School should provide Business English, some fusion courses in Advanced Math, and an Industrial Arts program in Metals and Electrical trades. Wallace needs Business English, Consumer's Math, a second year course in Stenography or Office Practices, and more shop courses.
- Orangefield could profit by the addition of art, shop, and homemaking courses for the 7th and 8th grades. Additional advanced math subjects and a three to four-year sequence of a modern foreign language would be desirable for the upper grades, along with Business English, Stenography II (or Office Practices), Consumer's Math and an expanded shop program.
- West Orange offers no shop or homemaking for the 7th and 8th grades. A three to four-year modern foreign language sequence should be provided, along with Business English and Stenography II (or Office Practices). The shop program should be expanded to include metals and electricals.
- Vidor is deficient in advanced math courses (such as Trigonometry). A three to four-year modern foreign language sequence would be desirable along with Business English, Consumer's Math, and Stenography II (or Office Practices). The shop program should be expanded to include metals and electricals.

- Little Cypress - like all other high schools in Orange County - would profit by the addition of a three to four-year modern foreign language sequence. Advanced math courses (such as Solid Geometry and Trigonometry) should be added, as well as Consumer's Math, Business English, Stenography II (or Office Practices) and Metals and Electricals in the shop program. The library is deficient in the number of titles per pupil in high school.

- A cooperative automotive shop program might be profitably worked out as a joint venture by several Orange County high schools.

STAFFING

A desirable - optimum level - educational program should have approximately one professional employee for each 20 pupils - or 50 per thousand students. These would include:

- Elementary teachers at an average ratio of one to 25 students.
- Secondary teachers at an average ratio of one to 30 students.
- Remedial teachers for retarded children.
- Counselors at a ratio of one to 600 elementary pupils and one to 400 secondary pupils.
- Full time nurses within reasonable call.
- Coordinators, consultants and/or supervisors at a ratio of one to each 50 teachers. (Principals may be used for this function without loss of quality.)
- A full time principal for each school.
- A trained librarian for each school.
- A full time superintendent.

These professional employees should have a minimum of a Bachelor's degree, and a reasonable percentage should have advanced degrees. Balance should be maintained in length of service. Teachers should be used in subject or grade areas in which they have received adequate training, and administrators, counselors, etc., should be properly qualified by training and experience for the functions they perform. (These standards were developed by Dr. Hayes.)

BANCROFT. There are 12 teachers employed in this district including the part-time principal, who is well trained and experienced. Of the teachers, one does not have a degree, two have emergency teaching permits, and two do not meet requirements for minimum hours in elementary education. The school does not meet the optimum standard of one professional for each 20 students (there are more than 25 students to one teacher). To meet the optimum standard a full-time principal and a full-time librarian together with a cooperative unit counselor would be required.

Present cooperative nursing and health services appear to be adequate but no clerical personnel are employed and custodial service appears to be inadequate.

BRIDGE CITY. The superintendent and principals of the Bridge City district have each earned graduate degrees with good balance between professional training and other fields of study, and all have had teaching experience.

The 1959-60 accreditation report to the State Department of Education shows the following deficiencies:

1. Of 71 professional people employed, eight, or more than 10 per cent, do not meet certificate requirements; three of these teachers are assigned to the elementary schools, and five to the secondary schools. These teachers have been issued emergency permits.

2. Five teachers are employed who do not meet degree requirements. Three of these teachers are assigned to elementary schools and two to the secondary school program.

3. Four elementary teachers do not meet the minimum requirement of 12 semester hours in elementary education, which means that these teachers are prepared to teach in the high school, but not at the elementary school level.

4. Teachers assigned to grades 1 and 2 have more than 30 students in membership, and one high school teacher has a membership in excess of 35 students.

5. Nineteen of the 65 classroom teachers are teaching outside their major-minor fields of preparation, which means that more than 30 per cent of the teachers have not been adequately

prepared for teaching in the fields to which they are assigned. Nine of these are teaching in the elementary schools; three are teaching science, and seven are assigned to other teaching fields.

Nine teachers are assigned to two unrelated subjects, and seven teach three or more different subjects daily. Four of the teachers with double assignments are teaching outside their major or minor fields of preparation.

6. As of October 1, 1959, there appeared to be a degree of imbalance between the teaching loads of elementary and secondary teachers. On the above date there were 1004 students in membership in grades 1 - 6, to which 33 teachers were assigned, or a ratio of 1:30.4 in membership; at the grade 7-12 level, there were 32 teachers assigned to 721 students, or a ratio of 1:22.5 students in membership. The latter is desirable, but should not be maintained at the expense of keeping elementary classes large.

The school system does not meet the optimum standard of 50 professionals for each 1,000 students in membership. To meet this standard, an additional fifteen staff and faculty professional personnel would need to be employed. The deficiencies appear to require:

- 7 Elementary School Teachers
- 3 Full-time Counselors
- 1 Full-time Librarian
- 1 Coordinator or Supervisor
- 3 Special Education and Remedial Teachers

Cooperative agreements for nursing and health services and instruction for the home-bound appear to be adequate.

Limited clerical, maintenance and operation, and business personnel are employed.

COVE. This school employs 12 teachers including a part-time principal who has a graduate degree and long experience. A cooperative agreement part-time librarian serves both Cove and Bancroft. Nursing and health services are provided through the County Health Unit.

In 1959-60, two Cove teachers are assigned pupils of two grade levels and two teachers are instructing outside their major or minor fields of preparation. To meet optimum standards Cove would have to employ five additional professionals: a full-time principal, full-time librarian, a part-time counselor, a teacher of remedial skills, and one and a half additional classroom teachers.

MAURICEVILLE. Of 15 professional employees, six have Master's degrees and nine have earned the Bachelor's degree. It can be seen that 40 per cent of the staff hold graduate degrees. The superintendent and two part-time principals are well trained in both major and minor teaching fields and in professional education courses. Each has had several years of teaching and administrative experience.

Despite efforts made to secure and retain well-qualified personnel, half of the faculty has been with the system one year or less, and one third of the staff is relatively inexperienced.

The 1959-60 accreditation report presented to the Texas Education Agency in October 1959 indicates the following deficiencies.

1. The second grade teacher enrolled more than 30 students.
2. Four elementary teachers were assigned outside their major or minor fields of preparation; four high school teachers were teaching outside their major or minor fields. The math teacher was not prepared properly to teach high school math. Six high school subjects were being taught by teachers unprepared in these fields. One high school teacher (high school principal) was teaching four unrelated subjects, and two teachers were teaching five unrelated subjects. Four of the teachers with double subject (unrelated subjects) assignments are teaching outside their major or minor fields of preparation.

The membership of this school, based on the October 1959 report was 311 students in membership which would require 16 professional employees to meet the standard of 1 - 20. At that time fifteen were employed. No counselor, librarian, or school nurse is employed. Until the current school year, the school participated in the cooperative program of the

County Health Department, but did not choose to enter the program in 1959-60. No clerical workers are employed. Custodial service is inadequate.

ORANGE. This school system exceeds the standard of 50 professional employees for each 1,000 students in membership by ten employees $(\frac{4,945}{1,000} \times 50 = 247)$. The district employs 257 professional people this year. It employs 37 more than the number required for a minimum program. Counselors, directors of instruction, librarians, special education and remedial teachers are employed to provide leadership for and implementation of the instructional program. Each school, irrespective of size, employs full-time supervising principals.

Teachers of the home-bound (special education) are shared with other schools of the county.

Clerical, maintenance and operation, and business employees are adequate to the need. The nurse and health services of the County Health Department adequately serve the Orange schools.

Administrators are well prepared in subject matter disciplines and in professional education. All have earned Master's degrees, and several have continued graduate study leading to the Doctorate. Each has had several years of classroom teaching experience.

The accreditation report filed with the Texas Education Agency in October 1959 indicates the following deficiencies:

1. Of 257 professional personnel employed, 11, or 4 per cent, did not meet degree requirements.
2. Fifteen of 118 elementary teachers, or 12.7 per cent, were assigned outside their major or minor fields of preparation.
3. Five junior-senior high school math teachers were not

prepared to teach in this field; three science teachers, and six other secondary teachers were not adequately prepared in their assigned fields.

4. Two first grade teachers were assigned more than 30 students, as were two second grade teachers.
5. Four elementary teachers were employed who did not have the minimum of 12 semester hours in elementary education.
6. Twenty-six teachers were employed who could qualify only for temporary teaching permits.

ORANGEFIELD. Administrative personnel, both superintendent and principals, all hold graduate degrees and are experienced as teachers. The system employs 36 professionals, or six above a minimum program. Of these, 17 hold the Bachelor's degree and 18 have earned a graduate degree; 16 per cent are new to the system and only 10 per cent are relatively inexperienced; 40 per cent have had long experience.

The accreditation report filed with the Texas Education Agency in October 1959 lists the following deficiencies:

1. One of the teachers employed does not possess the Bachelor's degree.
2. Although none of its teachers is assigned outside the major or minor field of preparation, 12 of the secondary teachers are assigned to teach in two or more unrelated subject fields.
3. The daily student load assigned a grade 6 teacher at Orangefield elementary schools exceeds 35 students in membership as does a grade 5 teacher (37 students) and a grade 6 teacher (39 students) at McLewis elementary school.

No secondary school class section exceeds 35 in membership, nor is a teacher assigned to more than 750 pupil-periods per week.

This system more than meets optimum standards with respect to the ratio of professional employees to students in membership. However, study should be made of whether or not those employed meet the needs for optimum level service in the following areas:

- Library
- Guidance and Counseling
- Special Education
- Remedial Teaching
- Supervision

The service of the County Cooperative Health Unit seems to meet the needs in this field.

WEST ORANGE. The West Orange school program, when evaluated in terms of its October 1959 accreditation report, has fewer deficiencies than any other system in Orange County. The report shows:

1. Three elementary teachers were assigned outside the major and minor fields of preparation.
2. Sixteen teachers have assignments in unrelated subject matter fields. Nine are assigned to teach two unrelated subjects, and seven teach three or more unrelated subjects.

Professional personnel are employed in excess of the minimum program, there being 15 such excess employees this year, but five employees less than the optimum level requirement. It appears that some redistribution of personnel is desirable. For example, 27 teachers are assigned a total of 759 elementary students or a ratio of 1:28, whereas 33 teachers are assigned 612 students in grades 7-12, or at a ratio of 1:18 1/2. Apparently, the elementary school program is being somewhat devalued to enrich the secondary school offering.

The following additional professional personnel are needed:

- 1 Counselor
- 1 Librarian
- 1 General Supervisor or Coordinator
- 1 Remedial Teacher
- 1 Industrial Arts Teacher

A survey should be conducted to determine whether or not a special education teacher or teachers will be required.

The training of the present administrative staff and faculty appears to be excellent. Teachers are encouraged to continue graduate study, and a planned in-service education program is in progress. Approximately 25 per cent of the professional personnel has earned the Master's degree.

A good balance between experienced and inexperienced teachers is maintained. Less than five per cent are beginning teachers, and about one-half have had six or more years of experience. Apparently teacher turnover is low.

The service of the cooperative (Orange) home-bound special education teacher and the County Health Unit Service are meeting the needs in these program areas.

VIDOR. The 1959 accreditation report filed with the Texas Education Agency and data accumulated by the research staff indicate these deficiencies:

1. Of the 145 professional employees, 14 or 10 per cent do not have Bachelor's degrees.

2. A total of 42, or more than one third of the teachers, are assigned outside the major or minor fields of preparation. Twenty-eight of these teachers are assigned to elementary classrooms, seven are teaching math, four are assigned to science, and three to the social studies.

3. Each section of grades 1 and 2 (eleven sections each) exceeds 30 students per section; and each grade 3 section (10 sections) exceeds 35 students.

4. Two secondary school class sections exceed 35 students.

Staffing. This system employs 145 professional personnel, including three teachers over and above the minimum. In order to meet the optimum standards (50:1,000), 172 professionals are needed, or 27 more than are currently employed. Deficiencies are as follows:

Unit	No. Employed	No. Additional Needed
Nurse	2	1
Counselors	1	3
Supervisors-Coordinators	2	1
Librarians	2	2
Special Education	6	4
Remedial Teachers	0	2
Principals	3	1
Superintendents	1	
Teachers	128	13
	145	27

The superintendent has the Bachelor's degree with a major in government and a minor in economics, and has been a teacher, principal, and superintendent for 39 years.

The senior and junior high school principals and each elementary principal have Master's degrees.

Fifteen per cent of the staff are beginning teachers, and 52, or more than one third, must be classified as relatively inexperienced. About 22 per cent have been teaching more than 20 years.

Approximately 25 per cent of the faculty have earned the Master's degree. Teachers are encouraged to continue graduate study and an organized in-service program keyed to state curriculum proposals is being followed this year.

LITTLE CYPRESS. All teachers and staff personnel meet degree standards. Approximately 50 per cent of the faculty are experienced teachers.

The superintendent, principals and supervisory personnel are well prepared in both academic fields and in professional education courses. Too, these administrative personnel have had ample experience in teaching and administration.

The 1959-60 accreditation report filed with the Texas Education Agency in October 1959 and data accumulated by the research staff indicate that the system fails to meet minimum requirements in the following respects:

1. Three second grade teachers have classes in excess of 30 students in membership.

2. Two high school teachers are assigned to classes having more than 36 in membership.

3. Four elementary school teachers are assigned outside their major or minor fields of preparation; two secondary school English teachers do not have majors or minors in that field.

4. Fourteen teachers are given double assignments. Five teachers are assigned to teach two unrelated subjects, and four are assigned to teach three or more subjects.

5. The teacher-pupil ratio at the elementary level is 1 - 30, while a ratio of 1 - 18 is used in the high school, indicating that classes may be larger in the elementary school in order to provide more teachers in the high school.

Little Cypress does not meet the optimum standard of 50 professional employees for each 1,000 students enrolled. In order to meet this standard, nine additional employees would be required. The deficiency might be removed by employing:

- 2 Counselors
- 1 Librarian
- 2 Special education and remedial teachers
- 4 Elementary school teachers

Cooperative arrangements for nurse and health services through the County Health Unit appear to be adequate. No clerical or secretarial personnel are employed.

Conclusions

- Every district except Orangefield and West Orange has found it necessary to employ teachers for instruction in grades or subjects for which they have had inadequate training.

- Every district except West Orange and Little Cypress has one or more professional employees without a degree.

- Every district except Orangefield, West Orange and Little Cypress has had excessive turnover in professional personnel since the previous school year, and these three are the only districts with good balance between experienced and relatively inexperienced teachers.
- Every district would have to employ additional professional personnel to meet desirable optimum standards. District-by-district requirements are detailed in the following table.

Table VI

Personnel Requirements to Meet Optimum Standard
In Existing Orange School Districts, 1959-60

Additional Personnel

District	Tchrs.	Prin.	Librns.	Coun.	Supv.[a]	Spec. Ed.[b]	Nurse	Clerical	Total
Bancroft		1	1	1[c]				1	4
Bridge City	7[d]		1	3	1	3		1	16
Cove	1 1/2	1	1	1[c]		1			5 1/2
Mauriceville			1	1			1[c]	1	4
Orange				4 1/2					4 1/2
Orangefield				1					1
West Orange	1[e]		1	1	1	1			5
Vidor	13		2	3	1	6	1		26
Little Cypress	4[d]		1	2		2		2	11
Total	26 1/2	2	8	17 1/2	3	13	2	5	77

[a] Or Coordinator
[b] Or Remedial Teacher
[c] Part-time
[d] Elementary
[e] Industrial Arts

GUIDANCE AND COUNSELING

Location of children with exceptional talents - or with problems of retardation - measuring of academic progress, providing assistance in preparing for college or work careers, and helping obtain scholarships are a few of the many jobs which require the training and skill of professional guidance and counseling personnel. Classroom teachers and principals with special insight, understanding, and training can be helpful, but their kind is rare and their available time is usually too limited to do an adequate job of this nature.

BANCROFT. Standardized achievement and ability tests are administered and the results are used by the principal and teachers in providing guidance service to the pupils, in making curriculum adaptations, and as the basis for grouping within the classes.

BRIDGE CITY. At present, only one part-time counselor is assigned to work with more than 700 students enrolled in grades 7 - 12. This individual spends one-half time as a general supervisor.

Since a one-half time counselor cannot possibly adequately take care of such duties as (1) development of comprehensive cumulative records, (2) individual counseling with students on educational and vocational plans, (3) conferences with students and parents on course selections, (4) administration of individual tests, her efforts must be directed in the main to group guidance techniques, group testing of achievement, ability, interests and aptitudes. Interest and aptitude tests are not administered to students below grade 11. A better procedure might be to give such tests early in the student's junior high school career.

Some teacher-principal participation is involved in the guidance plan.

No recent studies have been made of drop-outs, nor is a systematic plan used for following-up graduates.

COVE. No trained guidance worker is employed at present, and in fact, no formal guidance plan has been developed and adopted in this school. A limited testing program has been placed into operation this year involving standard achievement and ability tests. The academic and student cumulative records appear to be adequate for a system of this type.

MAURICEVILLE. No professional guidance person is employed at Mauriceville. The high school principal has a heavy teaching assignment, (for a portion of which he has had inadequate preparation) along with his administrative duties. He has devised a very good student record system which he plans to use in group and individual guidance work. Thus far, the teachers have not been used in carrying out the guidance function.

Standard achievement and ability tests are administered and limited use has been made of the results in grouping students. Future plans call for a more comprehensive testing program with teachers and staff using the results in planning course content and the programs of students.

No studies of drop-outs or follow-up studies of graduates have been made despite the fact that the drop-out rate between grades 10-12 appears to be rather high, and attention to programming graduation requirements obviously needs much study in light of the relatively few students who choose to attend college and the high mortality rate among those who do go.

ORANGE. The program is headed by 3 1/2 counselors, three of whom are assigned to Stark-Carr, with the part-time counselor assigned to

Wallace. The program could be improved by making a full-time counselor available at Wallace. Also, counseling service should be provided at the elementary school level in order that a high quality program may be developed.

Teachers are considered to be key people in the guidance plan. Homeroom group guidance is employed.

The student record system is excellent. The records are used by teachers, principals and counselors in planning instruction and in advising students on educational and vocational choices. Individual conferences are held with students and parents.

A comprehensive, well-conceived standard achievement, ability and aptitude testing program is in operation at appropriate levels in this school system.

Students having emotional problems are referred by teachers to the guidance department personnel, who, on occasion, refer such cases to a clinical psychologist. As in all good school systems, counselors are not employed to handle discipline problems.

ORANGEFIELD. The program now in use does not involve the services of a trained counselor. Teachers and principals give group counseling and some individual counseling. The superintendent coordinates the program.

Parents are involved to some extent in approving the educational plans of students and by participating in conferences with teachers and principals to a limited degree pursuant thereto.

Student accumulative records are adequate.

WEST ORANGE. Some follow-up studies of graduates are made, particularly those going to college. Freshman year college transcripts are secured and analyzed for deficiencies. No studies of drop-outs have been made although the mortality rate is rather high between grades 11 and 12. This fact, if true, has implications for curriculum adjustment and counseling services.

The elementary guidance program is built around the work of the classroom teacher, there being no professional guidance worker assigned to the elementary school.

The one counselor employed works with students at the secondary level and renders excellent service. Parents may confer with the counselor on educational plans of students. Conferences are had with each student at pre-registration time.

General group standard achievement and ability tests are administered at suitable intervals. No interest or aptitude tests are used, nor are individual tests administered. Test results are used by principals and teachers for instructional adaptations.

The student record system is modern and used.

VIDOR. One professional counselor (working on an emergency permit) is provided for more than 1,300 secondary school students. At least one additional counselor is urgently needed at the secondary level and two are needed to serve the 2,000 elementary school students. Until such a program is provided, little or no individual student counseling can be employed, nor can an adequate student record system be developed and used. Group, "single-shot" methods are now emphasized with some assistance from teachers and principals.

No studies of drop-outs (rate is apparently high) or graduates have been made.

Standard group achievement, ability, vocational preference and aptitude tests are administered. With the heavy student load assigned to the teachers and the counselor, the results are not used as they should be, nor is there opportunity for individual testing.

Students with emotional problems are referred at times to the counselor. The assistance of a clinical psychologist is seldom used since few parents can finance this service, which is available only in Beaumont.

LITTLE CYPRESS. This school system employs no guidance specialists. At least two counselors are needed to meet optimum standards and to provide a comprehensive testing program including aptitude, interest inventories, and prognostic tests. These should be used to guide students into courses which will prepare them for college and for industrial and business employment.

The guidance plan employed involves teachers, coaches, principals and the superintendent participating in group and individual counseling with students on educational and vocational plans, personal and social problems.

No recent studies of student drop-outs or follow-up studies of graduates have been made.

Conclusions

- No school system in Orange County is adequately supplied with trained guidance and counseling personnel.
- Only Bridge City, Orange, West Orange, and Vidor employ any trained personnel in this category, and only Orange has more than one such employee.
- Seventeen and a half additional guidance and counseling personnel are required to provide an optimum program. (See Table IV.)

SCHOOL DISTRICT POPULATION

Every school district should be large enough to support efficiently at least one high school which offers a varied (diversified), individualized program through grade 12. To make reasonably good utilization of such offerings, there should be 500 or more enrolled in a four year high school, or 350 to 400 in a three year high school. In some cases, it may be possible to reach enrollments of these sizes in six year high schools with acceptable results.

Smaller districts can maintain a good, varied secondary program only if they are willing and able to pay for the inefficiencies of smallness, or if they are fortunate enough to have a staff of exceptionally versatile talents.

A school district of 1,200 student membership appears to be the minimum for achieving a quality program at reasonable cost, and evidence exists that an optimum size district requires an enrollment of 10,000 to 12,000. Advantages continue to accrue up to about 25,000 students.

To provide quality services to elementary school pupils without an abnormal cost per pupil, elementary schools should have enrollments of 250 or more, but a desirable maximum would not exceed 600 pupils with no more than 24 teacher stations.

Among Orange County school districts, Bridge City, Orange, and West Orange now have enough students in an acceptable organizational arrangement, although both Bridge City and West Orange have elementary schools which exceed the desirable maximum size. West Orange would not meet minimum size standards without the transferees from Bancroft.

BANCROFT. There are enough children in the Bancroft district to justify maintenance of a six grade elementary school in that community. However, it would be desirable to provide for the education of all Bancroft children under one school board and one school administration. Bancroft could not maintain an acceptable 12-grade program with its own children and resources, but at present, Bancroft parents have no effective voice in the policies governing the high school where their children attend.

COVE. This district has apparently reached a near-saturation point populationwise. Like Bancroft it has enough children to maintain a good six-grade elementary school. Transfer of the secondary students to Bridge City provides a much better educational program than could be offered them in Cove, but they should be under a single 12-grade administration.

MAURICEVILLE. There are not enough students in the Mauriceville system to provide more than a bare minimum educational program, particularly for the upper grades. In October 1959 there were only 311 pupils enrolled in the entire system, with only 70 in the upper four grades. In recent years the average graduating class has had about 10 students, all of whom had received a basic college prep course, yet interviewers were told that only one Mauriceville graduate is now attending college.

Even with a supreme local effort the future will find the Mauriceville school system without adequate special professional services, with a high degree of teacher turnover, with teachers assigned to instructional areas for which they are improperly trained and for which they have insufficient time to make daily lesson preparation, and students inadequately trained in a rather common mould for limited job opportunities and college entrance acceptance.

An elementary school of six grades can be justified for this community, although the per pupil cost will be higher than normal.

ORANGEFIELD. There are not sufficient students in the Orangefield district to make possible a program at the optimum level. Another 150 to 200 secondary students would be required to provide a satisfactory high school curriculum, and total enrollment of the district should be approximately doubled to meet minimum standards.

LITTLE CYPRESS. Total enrollment for the Little Cypress district meets minimum standards, but the high school has a current membership under 300 for the upper four grades. Population growth will doubtless remedy this situation in the near future, although combination of the upper six grades might be desirable for the next year or two.

Conclusions

- If at all possible, elementary school size in Bridge City, Vidor, and West Orange should be limited to approximately 600 pupils.
- Bancroft, Cove, Mauriceville and Orangefield should seek to become a part of a full 12-grade system numbering 1,200 or more students in membership.
- Little Cypress should probably consider converting to a six-grade high school for the immediate future.

SUMMARY

All school programs everywhere can be improved with the resources now available. This statement holds true for Orange County schools.

But schools need the help of citizens and school patrons in clarifying what they expect the schools to do. In some communities, representative groups of citizens have worked with boards of education and professional leaders in determining priorities, and this should be done in more communities.

School officials and teachers can use the resources currently available more efficiently. Schools oftentimes are too slow to change, to try-out, to experiment. Ways and means are needed for planned, objective evaluation of experience to decide what has been successful and what has not, and why.

Schools need to use research and development methods similar to those employed in industry. Local school systems, even the very small ones, should assign some employee to the role of encouraging experimentation and research even if it can be only a part-time assignment. When a new technique is discovered that works, teachers and staff people should be encouraged to adopt it. Better ways of determining useful changes and speeding their adoption may be one of the most pressing needs of Orange County schools.

INDIVIDUALIZATION. Some degree of individualization of instruction is practiced in all the schools of Orange County. Generally, the nature and scope of the supervision provided, the maturity, experience, training and size of the teaching faculty, and the number of students assigned to each teacher affect the degree of individualization.

DIVERSIFICATION. In each of the seven schools providing a secondary school program, attempts are made to diversify the offering. The larger the secondary school, the more comprehensive the offering. However, in the small high schools, diversification is all but impossible because of faculty limitations, the dearth of students, the extreme student costs of very small classes, lack of counseling services and the like.

Careful study needs to be made of job opportunities available in the county for students who will enter employment on graduation from high school. The study made by the Orange County Committee indicates a need for the addition of some courses, perhaps the dropping of some now offered, and a strengthening of guidance programs and services.

A more realistic look is needed at programs oriented to college preparation, and the necessary guidance services to make these programs function for college-bound students on the basis of individual needs.

STAFF. Some Orange County schools are forced by circumstances to employ non-degree "emergency" teachers. Other instances were found where teachers are assigned to one or more teaching fields for which they have not adequate special training, and some are teaching in fields for which they have practically no training.

In Orange County only the Orange and Orangefield districts meet the standard of one professional for each 20 students in membership, or 50:1,000 students in membership. Some of the schools provide little or no clerical assistance (Mauriceville, Little Cypress, Bancroft, Cove and Bridge City.) Most of the school systems are inadequately staffed to keep the plant in a clean, sanitary condition (Mauriceville, Little Cypress, Bancroft, Cove, Bridge City and Vidor).

CLASS SIZE

Every county school system has some over-size classes. None meets the optimum standards of 1:25 students in the primary grades, 1:27 or 28 in the upper elementary grades, and most of the schools permit classes in excess of 30 students at the secondary level.

- Evidence exists that few schools assign special teachers to work with students having need for remedial instruction.

- No trained counselors are provided in the elementary schools, and no school system provides counselors in sufficient number to make the guidance program fully effective.

- Trained librarians are not provided in several elementary schools, and at least one secondary school has no librarian.

- Only one school system (Vidor) has employed nurses; however, all of the school systems except Vidor and Mauriceville use the health services of the County Unit.

- Trained supervisory personnel are not available in sufficient quantity in eight of the nine school systems. Only Orange meets optimum standards.

ADMINISTRATIVE POLICIES AND PLANS. Attention needs to be given to policies which will:

- Reduce class size to reasonable maximums.

- Place premiums on continued professional growth and advancement.

- Enable teachers to function in all communities free from the pressures of partisan politics, community strife, and the like.

- Permit teachers to participate in the development of policies which affect them.

- Stimulate experimentation and creativeness on the part of the faculty.

- Provide salary schedules capable of attracting and holding well-qualified personnel.

- Make special provisions for long-term contracts, leaves of absence for illness without loss of pay, and retirement.

SCHOOL IMPROVEMENT. If the school systems of Orange County are to achieve real quality and excellence, the parents, patrons, board members, administrators and teachers need (1) to fully understand what is required in order to achieve excellence; (2) to look beyond school district lines to see the needs of all children and youth in Orange County; and (3) to dedicate themselves to a long-range school improvement program. This goal requires specific knowledge and understanding, and selflessness to be achieved.

SCHOOL DISTRICT POPULATION. There are enough students in Orange County to create a system of the first class. Only one school system in the county can achieve excellence with its present financial structure, and the system which most nearly measures up to optimum standards has done so at great sacrifice on the part of its taxpayers.

Three school systems (Bancroft, Cove, and Mauriceville) do not have students in sufficient number, nor do these districts have the revenue to provide the program and staff necessary to achieve superiority. Orangefield needs more students in order to offer a truly comprehensive program. Vidor's material resources are so limited that reasonable, achievable superiority cannot be reached.

CHAPTER III

SCHOOL PLANT FACILITIES

The purpose of this analysis of school facilities in Orange County was to answer three basic questions about each school plant:

1. Is is adequate for the uses now being made of it?
2. Does it contain vacant space which could accommodate additional students or could it be readily expanded to accommodate additional students?
3. Could the plant be practically converted to some alternative use?

The analysis was performed in three steps. First, each school district superintendent was requested to complete a "Facilities Utilization" form for each building in each plant. The form was designed to show period-by-period use of each room, its capacity, and the principal purpose for which it is used.

A plot plan for each school plant, and floor plans for each building were obtained and reduced to a common scale as the second step in the analysis. (The services of a retired draftsman were obtained for this purpose.) The diagrams of plot-plans and building lay-outs provided advance orientation on the relative position of the various facilities which made possible more rapid and effective on-site inspections. In addition, the diagrams contained details of size which were essential in measuring adequacy of the facilities, and they served as handy references in compiling the post-inspection evaluation.

Finally, a visual inspection was made of each building used for public school purposes in Orange County. To make this inspection and to render an evaluation, a school plant facilities consultant was retained. Mr. Temple B. Mayhall, Director of School Plant for the Austin Public School System was granted a short leave of absence by Austin Superintendent Irby Carruth to perform this service. Mr. Mayhall is uniquely qualified for a job of this nature. Although he is a registered architect and has had extensive engineering training, Mr. Mayhall has spent most of his career as a teacher and an administrator in the public schools. As Director of School Plant for Austin since 1948 he has been responsible for the planning of new facilities and maintenance of existing buildings of a large and rapidly expanding system. In rendering his opinion as to the adequacy of school plants in Orange, their expandability and their adaptability, Mr. Mayhall applied the standards developed by the National Committee on School House Planning, an organization of architects and school administrators, together with principles developed during his own lengthy experience in school construction.

Preliminary drafts of these findings were submitted to the individual district superintendents concerned so that they might have an opportunity to correct any factual errors which might have been made by the research staff.

BANCROFT

The Bancroft school is adequate for a maximum of 360 children in grades one through six. The facilities are not appropriate for the diversification which seventh and eighth graders require. The cafeteria pictured at the left below is a good example of conversion of an old building to a useful purpose, but it should be replaced by a cafetorium rather than supplemented by the Junior High size gymnasium now contemplated. Additional site area should be acquired if the elementary enrollment is enlarged to a maximum desirable size of 600. The new air conditioned library pictured at the right below is a fine school and community facility.

BANCROFT CAFETERIA
Good Adaptation of Old Building,
But Should Be Replaced.

BANCROFT LIBRARY
Fine School And Community
Facility

√

BRIDGE CITY

Hatton Elementary. This modern, curtain wall construction plant is very adequate, except that it should have an elementary library. However, it already houses more than the desirable maximum of 600 students and a new 17 room addition for about 500 students is planned for the fall of 1960.

Junior-Senior High. Grades five and six should be removed to an elementary campus. Buildings on this campus were made possible to a large extent by most commendable "do-it-yourself" efforts on the part of the administration and the community. A great deal has been accomplished with available resources. However, a number of deficiencies exist:

- Library and science facilities are inadequate for a quality high school program.
- Gymnasium (pictured at lower left) has inadequate shower and dressing facilities.
- Administrative space is too restricted.
- Lighting is substandard throughout.
- Cafeteria (pictured at lower right) needs complete renovation.

With transfer of the fifth and sixth grades, the junior-senior high plant could house an additional 250 to 300 pupils in the upper six grades. It could be converted satisfactorily into either a junior or senior high plant with correction of the deficiencies noted above.

BRIDGE CITY GYMNASIUM (on left) AND CAFETERIA
- Gym is Good "Do-It-Yourself" Effort But Needs Better Shower And Dressing Area.
- Cafeteria Needs Complete Renovation

COVE

The Cove elementary plant is adequate for about 390 children in grades one through six. It is not equipped for the junior high level requirements of the seventh and eighth grades, and there are sound educational advantages in separating children at that age level from elementary students. The gymnasium, cafeteria and music room are adequate for an enrollment of 600 students, but the library is too small for even its present use and the lighting is not up to modern standards. The site area of 2.5 acres is much too small.

Cove elementary school could be satisfactorily converted into a small junior high school with addition of science and homemaking laboratories, and a woodworking shop and expansion of the administrative space and enlargement of the library. A site area of 12 to 14 acres would be required.

NO PARKING ANY TIME

COVE SCHOOL

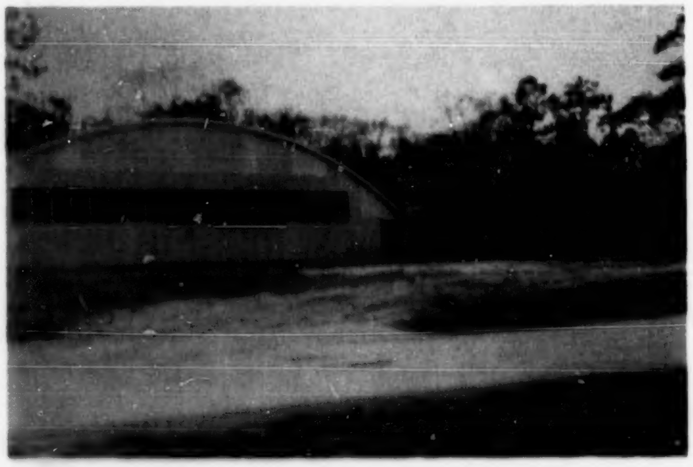
Serviceable Plant on a
"Postage-Stamp" Campus

MAURICEVILLE

The new high school classroom and gymnasium building at Mauriceville (pictured below left) is fairly adequate for its present use, but it contains no laboratories, shops, or music facilities. The wooden building pictured at the lower right has been put to use for science instruction and the administration has provided a "do-it-yourself" laboratory bench which is much better than anything previously available. However, it is scarcely adequate for a quality science instruction program.

The wooden cafeteria and elementary gym are in very poor condition and represent serious fire hazards. The elementary classroom building is badly in need of renovation.

Elementary and secondary students should be educated on separate campuses rather than combined as they are at Mauriceville. With proper renovation the Mauriceville plant could acceptably house about 400 students in grades one through six.



MAURICEVILLE GYM AND HIGH SCHOOL BUILDING
Adequate Building But Short On Special Facilities

MAURICEVILLE SCIENCE AND AGRICULTURE BUILDING
"Do-It-Yourself" Science Lab Commendable But Inadequate

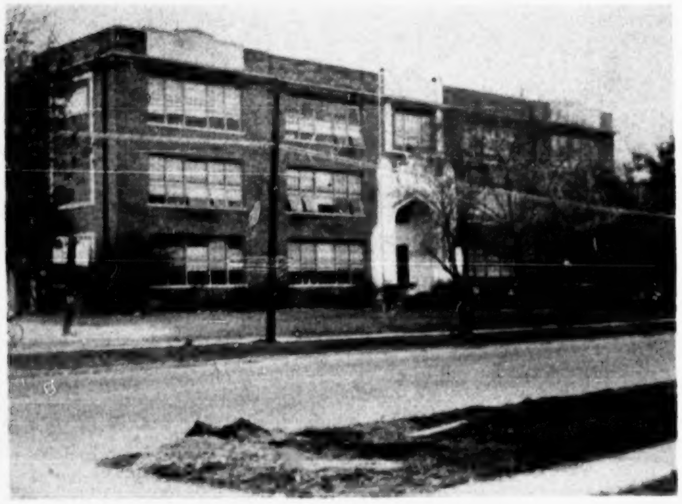
ORANGE

Anderson Elementary. This plant is in good condition and adequate for its present use although somewhat outmoded and unwieldy. The site area of 2.7 acres is too small. With the addition of shops, labs, and a bigger cafeteria this plant might be converted to a small junior high school, but more site area would be necessary. (See picture at lower left.)

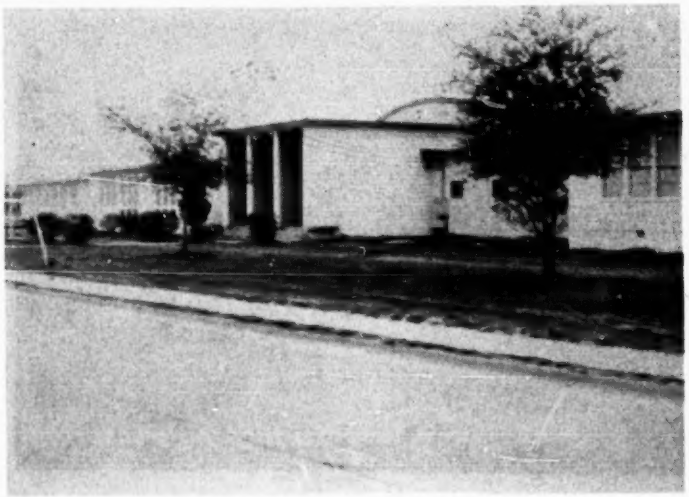
Jones Elementary. Except for substandard lighting this plant is the most adequate in the district. It would not be suitable for conversion.

Curtis Elementary. Like Anderson this school is adequate but outmoded, and it would be less suitable for conversion. The building can be acceptably used in its present role for the foreseeable future.

Tilley, Colburn, and Manley Elementary Schools. These three "war-baby" plants built at federal expense are substandard in nearly every respect. (See picture at lower right.) They should be abandoned or replaced at the earliest opportunity.



ANDERSON ELEMENTARY
Good Old Plant, But Unwieldy -
Could Be Converted to Junior High



COLBURN ELEMENTARY
- "War-Babies" Should Be
Replaced

Franklin and Salk Elementary Schools. These two new units are good plants of modern design. They can be acceptably expanded to a maximum desirable enrollment of 600 through the addition of classrooms and cafeteria equipment. The site area of Franklin should be increased to at least eight acres, however.

Carr Junior High School. This plant is in good condition except for some substandard lighting. However the site area is too small and the campus is much too congested because of its close proximity to Stark High School. (See picture below) The two schools could be acceptably converted into either a junior or senior high plant.

Stark High School. This plant is in good condition and the facilities are generally adequate except that the site area is much too small. However, the gymnasium-auditorium should have heating facilities and the dressing and shower rooms need improvement. The mechanical drawing room is not adequate and the homemaking suite should be reorganized and modernized. The cafeteria is too small for its joint use by Carr and Stark pupils.

STARK HIGH SCHOOL AND CARR JUNIOR HIGH (in Background)

- Site area too small and congested

Wallace Elementary and High School. All 12 grades are taught on this campus, an undesirable educational practice at best, and the campus is much too small. More than 1,100 pupils are crowded on less than four acres. (See picture below) The buildings are structurally sound and the school could be converted into a satisfactory six grade high school plant if the following defects were remedied:

- Lighting is substandard throughout the plant.
- The gymnasium and cafeteria are both too small for present use.
- The band room is not properly equipped and the woodworking shop and library room are too small.
- Gang toilets in the elementary building are in poor condition.
- Site area should be at least tripled.

With these improvements - and the transfer of the elementary grades - 550 more high school students could be accommodated on the Wallace campus.

WALLACE ELEMENTARY AND HIGH SCHOOL
- Elementary Grades Should Be Transferred

ORANGEFIELD

The Orangefield Independent School District operates two elementary schools and a junior-senior high school for the upper six grades.

Orangefield Elementary. This is a very adequate and attractive new 12 room plant which could be enlarged by four or five rooms to serve up to 500 pupils in grades one through six. Addition of elementary library and music rooms would be desirable.

McLewis Elementary. This plant is composed of three parts, a cafetorium, an old classroom building, and an attractive new classroom building. In all the plant has 14 classrooms, four of which are not now in use. The school is in good condition, but the lighting in the older wing could be improved. Provision of an elementary library and a music room would be desirable. If more classrooms are required in the future, additional site area should be acquired.

Junior-Senior High. Included in this plant are an old classroom building (picture at lower left), with 13 classrooms, an auditorium and cafeteria; a new gymnasium which also houses the band room and administrative offices; two new brick buildings for science and homemaking (picture at lower right), and separate shop and maintenance buildings.

The old classroom building is in need of renovation and repair; the cafeteria is small and poorly equipped, and the library is not large enough. The gymnasium, science and homemaking buildings are all quite adequate.

ORANGEFIELD HIGH SCHOOL
Needs Renovation

ORANGEFIELD SCIENCE AND
HOMEMAKING BUILDINGS
Attractive and Adequate

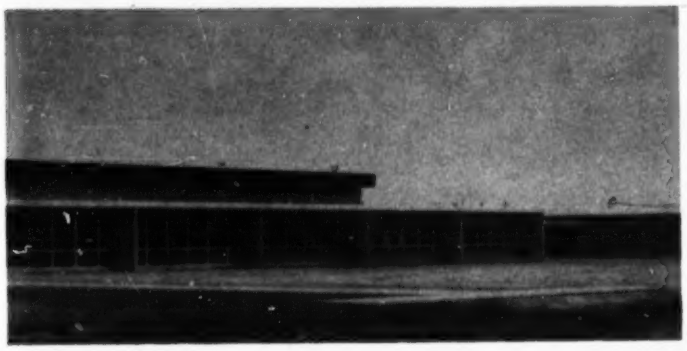
With renovation of the old classroom building (including provision of adequate cafeteria and library facilities), the Orangefield high school plant could adequately accommodate up to 500 pupils in the upper six grades. It could also be converted into a good junior high school.

WEST ORANGE

During the 1959-60 school year, West Orange has operated a single large school plant on one campus for all 12 grades. Completion of a modern new elementary school for the first five grades will provide more flexibility next year (see picture at lower left).

Lorena Oates Elementary. This is a most adequate and attractive new plant. However, it is a little larger than maximum standards would dictate at 28 teacher stations for more than 800 pupils.

Junior-Senior High School. With removal of the lower five grades to the new elementary, this plant can adequately house up to 1,300 pupils. (See picture at lower right.) However, lighting in some portions should be replaced, the library and woodworking shop are small in proportion to other facilities, and more administrative space is needed. The plant could be readily converted into either a junior or senior high facility.



WEST ORANGE ELEMENTARY
Attractive, But Too Big

WEST ORANGE HIGH SCHOOL
Good Facility But Needs
Administrative Space

VIDOR

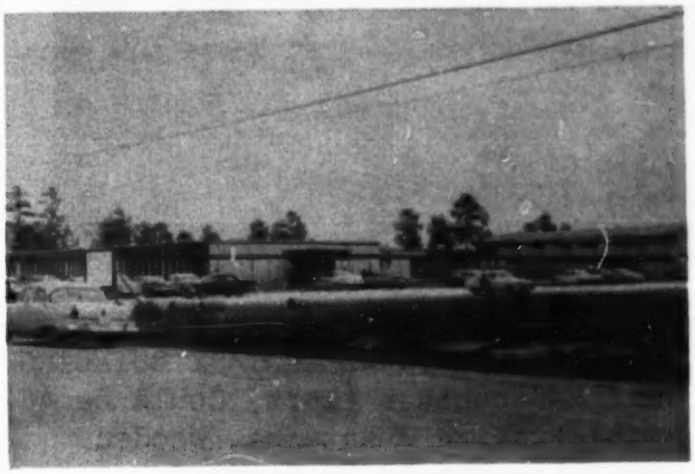
All 12 grades in the Vidor system are presently housed on one sprawling campus divided only by a public road. Plans for a new 16 room elementary in the Pine Forrest community have already been approved, however, and a second new elementary school is planned for the future.

Elementary and Grammar Schools. More than 2,000 elementary age children now attend school in some 20 buildings of this group, and only the Combs building constructed in part with federal assistance could be called nearly adequate. The lighting is substandard in the Combs classrooms. The conglomeration of wooden structures (see picture at lower left) is the most inadequate in Orange County and constitutes a serious fire hazard.

The old auditorium building might be satisfactorily converted into an elementary gymnasium and the old Grammar School might be made into acceptable administrative offices. A masonry eight room building could be satisfactorily renovated for classes. All of the other structures should be removed. This facility might be converted into a junior high with addition of shops and labs, etc.

Junior-Senior High. Except for crowded and poorly organized administrative space and inadequate shop facilities, this plant is satisfactory. (See picture at lower right.) The plant contains about 45 classrooms and laboratories, plus an auditorium and a gymnasium now nearing completion. It could be converted into a three or four year high school.

VIDOR ELEMENTARY BUILDINGS
Congested Fire Hazard; Should
Be Removed.



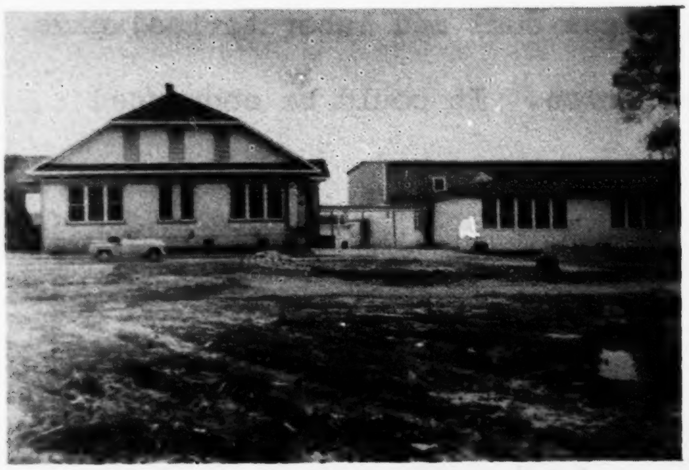
VIDOR HIGH SCHOOL
Good Facility But Needs Administrative and Shop Space

LITTLE CYPRESS

All 12 grades in the Little Cypress system are now educated on one large campus. However, elementary and secondary grades are physically separated by several hundred yards and a fence.

Elementary School. The primary and intermediate units of the Little Cypress plant contain about 21 classrooms, two or three of which are now vacant. However, the group includes two old four room buildings - one brick and one wood - which are inadequate for modern elementary instruction. (See picture at lower left.) The wooden building should be removed, and the brick structure might be satisfactorily converted into administrative quarters. It would be desirable to separate the elementary and secondary grades in the next building program. The intermediate facilities are not adequate for instruction of the 7th and 8th grades.

High School. The newly completed high school plant is attractive and adequate except for the library which is a little too small.



LITTLE CYPRESS ELEMENTARY BUILDINGS
Brick Structure (left) Could Be Administrative Quarters. Wooden Building Should Be Removed.

LITTLE CYPRESS HIGH SCHOOL
Attractive and Adequate Except for Small Library

SUMMARY

Orange County school plants - in general - are probably better than those in most other counties in the state. There have been three new high schools and six new elementary schools completed in the last three or four years. However, there are a number of problems common to all - or nearly all - school systems in the county:

- Except for the two elementary schools,(Bancroft & Cove) and Orangefield, every district in the county has at least one campus where too many grades are taught. Cove is about to make the same mistake for the next school year. This is largely a product of growth without long range planning. Wherever possible, elementary and secondary students should be educated on separate campuses.
- As a general rule classrooms have been built on too small a scale. Usually they are adequate for 23-25 pupils, and they are housing 28-35.
- Administrative facilities are inadequate in every district except Bancroft, Cove and Orange. Wherever possible, the superintendent's office, board room, tax office, and business office should be grouped in quarters away from classroom buildings.
- There is considerable evidence of a "keeping-up-with-the Joneses" complex in provision of athletic facilities. Gymnasiums and field houses have, in some cases, taken preference over needed classrooms, libraries, laboratory equipment, and other educational essentials.
- Provision of school facilities does not reflect much awareness of the growing metropolitan complex which Orange County has become. The most distant school buildings in the county are less than 16 miles apart - no more than 30 minutes by modern school bus. The county has an estimated population of 174 per square mile. Considering the commercial timber and marsh land belt around the county the per square mile population of the developed heartland is probably closer to 680. Future planning must be based on a metropolitan concept rather than on requirements of individual communities.

CHAPTER IV

FINANCIAL PROVISIONS

Public education cost $4.1 million in Orange County in 1958-59. Local taxes supplied $1.9 million, or 45 per cent, of the total, with most of the rest coming from the state - $2.1 million. (Parental tuitions, gifts, federal grants, etc., totaling about $100 thousand.)

Current operational expenses were responsible for $3.5 million of the total cost (85%), with the balance going for debt service on capital improvements. The breakdown by district was as follows:

	Current Operations*	Debt Service	Total	Per Cent From Local Taxes
Bancroft	$ 64,300	$ 9,100	$ 73,400	28%
Bridge City	317,200	56,400	373,600	39
Cove	68,800	14,700	83,500	51
Mauriceville	92,600	43,200	135,800	29
Orange	1,466,200	161,900	1,628,100	40
Orangefield	239,700	108,300	348,000	76
West Orange	341,000	95,800	436,800	93
Vidor	707,700	66,100	773,800	27
Little Cypress	236,500	47,400	283,900	32
Total	$3,534,000	$602,900	$4,136,900	45%

*This figure includes expenditures for extra-curricular activities which are not included in the totals below.

Educational costs in Orange County have risen from $2.9 million in 1955-56 to a budgeted expenditure of $4.6 million in 1959-60. If this trend continues, the total will reach $7.1 million in 1965-66:

	1955-56	1959-60	1965-66	10-year Increase
Bancroft	$ 61,800	$ 71,800	$ 92,000	49%
Bridge City	176,200	447,200	869,000	393
Cove	84,800	77,800	73,000	14
Mauriceville	101,100	161,400	266,000	163
Orange	1,294,000	1,808,000	2,546,000	97
Orangefield	196,600	394,600	643,000	227
West Orange	276,300	505,400	847,000	207
Vidor	553,000	849,600	1,301,000	135
Little Cypress	202,800	313,800	482,000	138
Total	$2,946,600	$4,629,600	$7,119,000	142%

Local tax revenue raising problems in Orange County are complicated by the fact that the economic resources of the county are growing faster than the rate of growth maintained by the state as a whole. State assistance to local schools under the foundation program is governed in part by estimated local ability, and a "Local Fund Assignment" - or local fair share - must be raised by each school district as a prerequisite to getting foundation program funds from the state. Orange County's share of the statewide local fund assignment is .819 per cent - or $587,903 - for 1960-61. By 1965-66 that share will grow to about .892 per cent - or $890,000.

Expenditure trends indicate that education in Orange County will cost $7.1 million in 1965-66. Of this total local taxes will be required to bear 56.2 per cent, or slightly more than $4 million. Projections of local revenue at current taxing levels indicate a yield of about $3.8 million for 1965-66. In other words, despite anticipated growth of the property tax base in Orange County, the level of taxation will have to go up about five per cent - $200,000 - by 1965-66. (This may be in part supplied by parental tuitions, gifts, etc.)

Many factors can change the potential cost picture; a general teacher pay raise enacted by the Legislature, a sudden increase or decrease in the pace of school enrollment growth, either a slow down or a step-up in industrial development or mineral discovery, or a revision in the pattern of district organization could all produce substantial changes in the cost of public education in Orange County. Likewise, income can be radically affected by new property values, changes in rates or changes in assessment practices.

EXPENDITURE ANALYSIS

Expenditures for current operations of public schools in Texas are usually measured in terms of number of children in average daily attendance. Dollars spent per child in ADA for one school year has become the standard unit of comparison. This cost per ADA usually varies directly with teacher salary schedule levels and with the number of children in a given district for two reasons: (1) The State Minimum Foundation School Program was designed to favor small districts, particularly those with high schools, and (2) Overhead costs - particularly administration - tend to decline on a per pupil average as the number of pupils increases.

In Orange County the expenditure for current operations in 1958-59 varies from $379 per ADA in Orangefield to $217 per ADA in Cove, and averaged $270 for the county as a whole.

Table VII

Current Expenditure Levels in Orange County School Districts, 1958-59

District	Average Daily Attendance	Current Expenditures	Expenditure Per ADA
Cove	317	$ 68,770	$217
Bancroft	286	63,627	222
Bridge City	1,379	313,034	227
Little Cypress	1,008	229,734	228
Vidor	3,006	688,668	229
West Orange	1,210	329,559	272
Orange	4,707	1,437,922	305
Mauriceville	299	92,433	309
Orangefield	632	239,361	379
Total	12,844	$3,463,108	$270 (average)

SOURCE: Computed by staff from financial reports by districts to T.E.A.

Division of current per pupil costs into major expenditure items provides some enlightenment on variations from district to district. Table VIII shows expenditures for administration, instruction, transportation plant maintenance and operation and miscellaneous purposes per child in ADA, for 1958-59. Although the figures were taken from official audit reports, some variation in expenditure classification probably exists. For example, the audit reports show no transportation expenditures for Bancroft, Cove, Orange, and Little Cypress, yet separate transportation reports show expenditures of $4,300 for Bancroft, $2,250 for Cove, $2,250 for Orange, and $24,450 for Little Cypress. It should also be noted that most of the $12,000 cost of the County Superintendent's office is assignable to Bancroft, the only common district in the county, and the cost of administration for Bancroft is actually much higher than the figure shown in the following Table.

Table VIII

Major Current Expenditure Items Per ADA, Orange County Districts, 1958-59

District	Expenditure Per Child in Average Daily Attendance				
	Adm.	Inst.	Trans.	Plant Maint. & Operation	Misc.[a]
Bancroft	$ 4.43	$185.56	$ ----	$17.37	$15.09
Bridge City	17.68	178.60	5.88	21.63	3.21
Cove	13.02	168.19	----	31.48	4.25
Mauriceville	41.06	231.56	45.65[b]	30.18	15.46
Orange	19.48	242.59	----	39.63	3.79
Orangefield	34.20	262.64	19.74	46.25	15.89
West Orange	27.98	221.19	0.78	20.18	2.24
Vidor	14.33	173.16	13.73	24.44	3.43
Little Cypress	28.70	177.29	----	18.42	3.45
Average	$20.27	$209.88	$ 5.82	$30.06	$ 4.56

SOURCE: Computed from Superintendent's Financial Reports to T.E.A.

[a] Includes fixed charges (insurance, for example), attendance and health services.

[b] Includes bus replacement.

Administrative expenses are subject to a variety of definitions, but the following table includes only those salary expenditures which might be considered as peculiar to the present system of school district organizations in Orange County. It does not include, for example, assessment contracts with valuation engineers or delinquent tax collection contracts. It does include expenditures for clerical employees, most of whom would probably be needed under any kind of organizational pattern, however.

Table IX

Administrative Salary Expenses by Orange County School Districts, 1958-59

District	Supt.	Business Mgr.	Tax Assessor	Clerical Staff, Etc.	Total
Bancroft	$	$	$	$	$
Bridge City	9,645	5,800	4,000	8,700	28,145
Cove			2,700		2,700
Mauriceville	5,748[1]		1,200		6,948
Orange	12,000	8,400	6,600	36,155	63,155
Orangefield	7,500[2]	1,200[3]	3,200	2,400	14,300
West Orange	9,300		5,000	4,200	18,500
Vidor	8,298	4,074	5,136	21,357[4]	38,865
Little Cypress	8,300	900	6,600	3,600	19,400
Sub-total	60,791	20,374	34,436	76,412	192,013
County Supt.	8,349			4,627[5]	12,976
Total	69,140	20,374	34,436	81,039	204,989

SOURCE: Financial Reports to TEA

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[1] Total salary $6,968. Supt. teaches two classes. Two-fifths of $3050 (salary in Mauriceville for teacher with B.A. and one year of experience) deducted.

[2] Total salary $10,000. Supt. estimates $2,500 due for teaching.

[3] Business Manager is also High School Principal and teaches. $2,300 estimated for teaching by Supt. Salary for time of Business Manager estimated by staff.

[4] Includes Transportation Manager - $4,833.

[5] Assistant County Superintendent.

Office of County Superintendent. In the early days of Texas education - before the advent of school buses and farm to market roads - school houses were, of necessity, located in every little community. The schools were usually one or two room affairs with one or two teachers for all grades. To provide some element of administration, the office of county superintendent was required by Texas law in 1907.

An Advisory Commission for the Study of the Intermediate Unit in Texas published a report in August, 1956, which summarized the general duties of the County Superintendent in four categories as follows:

- First, those duties that are clerical and statistical, such as preparation of the school census, apportioning of county funds and transferring scholastics;
- Second, those duties in which he serves as administrative officer for common school districts and independent school districts under 150 scholastics;
- Third, those duties in which he serves as professional advisor and executive secretary to the county board; and
- Fourth, those duties that pertain to educational leadership in the county, such as supervision of matters pertaining to public education, and the professional leadership that he must exercise in advancing the general school program of the State as defined by the Legislature, the State Board of Education and the State Commissioner of Education.

On the basis of the Advisory Commission's Study of the Intermediate Unit in Texas, the State Board of Education reported to the Legislature in 1957:

- There no longer exists a need for a board of school trustees and a superintendent (or ex officio) in each county of the state. The present function of this office is such that the state no longer should be called on to finance such an office in each county .....
- Some form of intermediate leadership will probably be needed as long as the present miscellaneous types of local school district structure prevail in Texas.

In Orange County, the remaining administrative responsibilities of the Office of County Superintendent have been reduced to nominal supervision over the last common school district - Bancroft - and over one teacher jointly employed as a librarian by Bancroft and Cove. Some fairly routine clerical functions, such as coordination of the annual scholastic census, and ordering an occasional school bus make up the bulk of the county superintendent's remaining tasks.

Under the present administrative system in Orange County there is little opportunity for the County Superintendent to provide more than token service to the public schools. This is in no way a reflection on the talents of the incumbent who is a capable and well trained school administrator.

The 1959-60 budget for the Orange County Superintendent's office is $14,227, distributed as follows: *

Salary of County Superintendent	$ 8,349
Salary of Assistant Superintendent	4,628
Office and Traveling Expense	1,080
Census Compilation	170
	$14,227

This budgeted amount is deducted from the Orange County Scholastic apportionment before the apportionment is distributed among the various school districts. In the case of Orangefield and West Orange, this deduction is a direct loss of about $1,750 since both are "budget balance"

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* Elective or Appointive County Superintendent's Budget of County Administration Expense, 1959-1960, Orange County.

districts and receive no additional state aid. The amount deducted from the shares of the other districts is replaced by foundation funds from the state.

Teacher Salaries. Beginning teacher salaries in Orange vary from the state minimum of $3,204 in Bancroft, Cove, Vidor, and Little Cypress to $3,704 in Orangefield and West Orange. (Orangefield also provides some living facilities.) Bridge City and Mauriceville start their beginning teachers at approximately $3,400, and Orange pays $3,492. The highest of these schedules is approximately $500 per year lower than salaries paid in nearby Port Arthur, and at least $300 less than the schedules in South Park, Beaumont, Port Neches, and Nederland:

School Sytem	Degree	Minimum	Maximum	No. of Increment Steps
Port Arthur	B.A.	$4,200	$5,900	22
	M.A.	4,425	6,225	23
	Ph.D.	4,725	6,525	23
South Park	B.A.	4,002	5,202	16
	M.A.	4,202	6,002	18
Beaumont	B.A.	4,000	5,200	16
	M.A.	4,200	6,000	18
Port Neches	B.A.	4,100	4,904	10
	M.A.	4,400	5,924	20
Nederland	B.A.	4,100	4,600	10
	M.A.	4,325	5,625	26
Orangefield	B.A.	3,704	4,352	12
	M.A.	3,929	5,333	26
West Orange	B.A.	3,704	4,352	12
	M.A.	3,929	5,333	26
Orange	B.A.	3,492	4,140	12
	M.A.	3,717	5,121	26
Bridge City	B.A.	3,405	4,053	12
	M.A.	3,630	5,034	26
Mauriceville	B.A.	3,404	4,052	12
	M.A.	3,629	5,033	26

Other school systems in the county are on the following schedule:

B.A.	$3,204	$3,852	12
M.A.	3,429	4,808	26

As in other types of work, salary is not the only consideration upon which a teacher chooses a place of employment, but it is probably the most important. Relatively high turnover rates and a general imbalance between experienced and inexperienced teachers in most Orange County schools are probably traceable to a considerable extent to more attractive salaries across the Neches River.

DEBT STRUCTURE

In terms of bonded debt compared to assessed values, three Orange County school districts - Orange, Orangefield and West Orange - are in comparatively good condition with a ratio of five per cent or less. Bancroft, with bonded debt equal to nine per cent of its assessed value has the highest ratio, but the total debt is relatively low. Bonded debt for the other five districts range from six to eight per cent of assessed value which is probably a little higher than desirable. No district in Orange County has a bonded debt of more than three per cent compared to estimated full value, however, and the unfavorable ratios of bonded debt to assessed value could be corrected by raising assessment levels.

Information in Table X was taken from reports issued by the Municipal Advisory Council of Texas. The figure of approximate annual debt service charges is a rough average of requirements for the next 25 years. Apparently these figures do not include some additional debt incurred for recent building programs in Mauriceville and Vidor.

TABLE X

BONDED DEBT, DEBT SERVICE CHARGES, AND RATIO OF DEBT TO ASSESSED AND ESTIMATED FULL VALUES FOR ORANGE COUNTY SCHOOL DISTRICTS, 1959

	Bonded Debt	Approximate Annual Debt Service Charge	Ratio of Debt to Assessed Value	Ratio of Debt to Estimated Full Value[c]
Bancroft	$ 107,400	$ 3,000	9%	3%
Bridge City	975,100	55,000	7	3
Cove	192,000	12,000	7	2
Mauriceville[a]	152,000	8,500	6	1
Orange	2,385,000	132,000	3	2
Orangefield	901,500	55,000	5	2
West Orange	1,647,000	105,000	4	1
Vidor[b]	1,227,900	66,000	8	2
Little Cypress	564,000	33,000	7	3
Totals	$8,151,900	$469,500		

Source: Municipal Advisory Council of Texas

[a] Budgeted Debt Service payment for 1959-60 is $50,000

[b] Budgeted Debt Service payment for 1959-60 is $93,000

[c] See Table XI, page 67.

LOCAL TAX BASES

Property taxes are the only local source for the support of public education of any consequence in Texas. By law, a school district may levy a tax of up to $1.50 per $100 of value for all types of property, real and personal, tangible and intangible. A 1955 modification, usually referred to as Senate Bill 116, permits a district to issue bonds up to ten per cent of the assessed value (with some reservations) and to levy whatever tax rate may be necessary to service the bonds. (Bancroft and Orangefield have taken advantage of this provision).

It is also required by law that all property be assessed at its full market value, but in practice most taxing jurisdictions have adopted a percentage ratio of assessment to full value, and - so far as can be ascertained - no jurisdiction attempts to assess all types of property. Stocks, bonds, cash, personal belongings, and household furniture are rarely rendered for taxation by their owners and seldom assessed.

Level of Taxation in Orange County. School tax rates in Orange County range from $0.82 per hundred dollars of value in Orange to $1.85 in Bancroft. Conversely, the level of assessment (compared to actual value) ranges from 16 per cent in Bancroft to 93 per cent in Orange.[1] Taken separately, tax rates and levels of assessment are virtually meaningless. Reasonable comparisons of tax burdens are only possible when rates are combined with assessment levels in some sort of index.

In the following table, assessment levels are related to present tax rates to produce an "effective tax rate per $100 of actual market value." The resulting "effective rates" vary from a low of $0.29 per $100 of value in West Orange to a high of $0.76 in Orange.

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[1] These assessment levels are based on ratio studies performed by Southwestern Bell Telephone Company in Orange County during the Fall of 1959. They represent the average percentage of assessment to sales values for single family dwellings sold last year.

Table XI

Effective Tax Rates Based on Estimated Full Market Values for Orange County School Districts, 1959

District	Assessed Value	Actual Tax Rate	Ratio of Assessment to Full Value	Estimated Full Value	Effective Tax Rate
West Orange	$ 41,418,500	$1.00	29%	$142,822,000	$0.29
Bancroft	1,097,200	1.85	16	6,858,000	.30
Mauriceville	2,638,100	1.50	21[2]	12,562,000	.32
Vidor	15,509,900	1.50	27	57,444,000	.41
Cove	2,734,400	1.50	30[2]	9,115,000	.45
Orangefield	17,393,200	1.80	30[2]	57,977,000	.54
Bridge City	14,763,000	1.375	41	36,007,000	.56
Little Cypress	8,152,300	1.50	37	22,033,000	.56
Orange	92,033,800[1]	0.82	93	99,015,000[1]	.76
Total	$195,740,400			$443,833,000	

Sources: Texas Tax Commissioners' Ratio Study and Municipal Advisory Council of Texas Reports. 1959.

[1] Excludes personal automobiles assessed at approximately $5 million.

[2] Estimated by staff. Inadequate sales information to establish accurate ratio.

Interpreting the above table in another way, the average owner of a $10,000 home in each Orange County district pays the following estimated annual school taxes:

District	Annual School Tax on $10,000 Home
West Orange	$29.00
Bancroft	30.00
Mauriceville	32.00
Vidor	40.00
Cove	45.00
Orangefield	54.00
Bridge City	56.00
Little Cypress	56.00
Orange	76.00

Financial Capacity. Unfortunately, school age children and taxable wealth to support schools rarely occur in balanced proportions. The amount of taxable value per school age child is a reasonably good measure of the financial capacity of a school district, and in Orange County there are some rather startling variations:

District	Assessed Value Per Scholastic	Estimated Full Value Per Scholastic
West Orange	$30,299	$104,500
Orangefield	26,966	89,900
Mauriceville	8,068	38,400
Cove	5,996	20,000
Bridge City	8,098	19,800
Little Cypress	6,765	18,285
Orange	15,225	16,400
Vidor	4,062	15,000
Bancroft	2,126	13,300

The anomalies of such disproportionate capacities within a county which can be crossed at its widest point in 45 minutes should be self apparent. Some improvement may be anticipated through addition of industrial plants already under construction in Bridge City and Little Cypress.

Equity and Efficiency of Tax Assessment. Fairness in the assessment of property for ad valorem taxes depends almost entirely on two factors: (1) the skill with which the tax assessor locates and appraises property, and (2) the uniformity of policies followed by the Board of Equalization. If the assessor fails to find a parcel of property (and the owner does not render it), or if the assessor misjudges the market value of the parcel, it will not be fairly taxed. On the other hand, if the Board of Equalization sets the level of assessment for one type of property at 50 per cent of market value and for another type at 25 per cent, the result is inequitable. Or if the Board makes adjustments between similar parcels of property for any reason other than variations in market value it creates an inequity.

To measure the effectiveness of assessments in the various Orange County school districts, the research staff obtained working papers from a ratio study done in Orange County by Southwestern Bell Telephone Company during the Fall of 1959, and analyzed the variations in assessment levels for different pieces of property in the same district. (No data was available for Cove, Mauriceville, or Orangefield.)

In the analysis it was assumed that those parcels with sales-assessment ratios within 10 per cent of the average assessment level (either above or below) were equitably assessed. It was further assumed that a parcel for which the assessment varied by 40 per cent or more from the average (above or below) was inequitably assessed in an extreme degree. Table XII summarizes the analysis. Because of the influence of subdivisions on the Orange, Bridge City, and Little Cypress measurements, they are separately analyzed.

Table XII

A Measure of Fairness in Assessment of Residences in Six Orange County School Districts, 1959

	Per Cent of Parcels			
Districts	Equitably Assessed[1]		Over or Under Assessed to Extreme Degree[2]	
	(Sub-Total)	(Total)	(Sub-Total)	(Total)
West Orange		52%		8%
Orange I.S.D. (Total)		73		7
Sub-Divisions	91%		0%	
All Others	36		19	
Bridge City (Total)		49		12
Sub-Divisions	86		0	
All Others	37		15	
Little Cypress		-		-
Sub-Divisions	86		0	
Bancroft		26		0
Vidor		17		28

Source: Southwestern Bell Telephone Company Ratio Study working papers.

[1] Within 10% - plus or minus of the district average.

[2] More than 40% - plus or minus variation from the district average.

It may be said in general that assessments for subdivisions are quite uniform, but there is considerable variation among the older properties. The degree of variation is most pronounced in Vidor, but it also exists to a substantial amount in both Bridge City and Orange. It might also be noted that the ratio study team found a large number of sales in Vidor of parcels which did not appear on the school tax roll.

Staff interviews with school district assessors in Orange County indicate that Bridge City, Orange, West Orange, Vidor, and Little Cypress employ full time tax assessors-collectors who are conversant with the tools of their trade. Each of these districts, except Vidor, has had a comprehensive equalization program in recent years, performed either by the assessor or by a firm of appraisal engineers.

Bancroft operates on county valuations and is therefore assessed by the County tax assessor. Mauriceville, Cove, and Orangefield employ tax collectors but have no full time appraisers. No full scale equalization of assessments has been made in any of these districts in many years. However, Mauriceville has recently contracted for a complete reappraisal with a valuation engineer. There appear to be serious inequities in the assessment of properties in these districts.

Industrial properties are valued for county tax purposes by a firm of valuation engineers. The same firm also has contracts with Orangefield, Bridge City, Mauriceville and Vidor for appraisal of such properties in those districts. The valuation engineers prepare the entire tax roll for Orangefield and the industrial portions of the rolls for the other three districts. So far as can be determined from interviews with tax assessors, industrial tax representatives, and valuation engineers, the industrial and mineral properties are assessed on a reasonably comparable level with residential property in Orange County.

Distribution of Local Tax Burden. To determine the relative tax burdens borne by various property owners in Orange County, the staff analyzed a copy of the 1959 Orange County tax roll filed with the State Comptroller in Austin. Unfortunately it was not possible in the time available to analyze "real and personal" property adequately to determine distribution by manufacturing, commercial, undeveloped land, timber, homes, etc. It was discovered that similar types of property are sometimes classified differently on the tax rolls. For example, all of the property for one major chemical

industry is listed under "acreage value." Another industry of a similar nature lists nearly two million dollars under "personal property." With discrepancies of this type, a distribution between real and personal property would be meaningless. The distribution of values by type is summarized in Table XIII below:

Table XIII

Distribution of Assessed Values by Type,
Orange County Tax Roll, 1959

Type	Amount	Per Cent of Total
Real and Personal	$45,969,500	76.5%
Minerals	8,277,700	13.8
Banks	1,015,700	1.7
Transportation Cos.	1,347,200	2.2
Communication and Pipeline Cos.	3,459,200	5.8
Total	$60,069,300	100.0

Source: Orange County Tax Roll, 1959

To determine the per cent of the taxable valuations assessed to major taxpayers in Orange County, the research staff listed all assessments on the county roll amounting to $10,000 or more. Since the county assesses at an average level of approximately 15 per cent of true value, all of those $10,000 and above assessments should be the equivalent of $66,000 or more of market value. Thus, these owners of property assessed at $10,000 or more - and worth $66,000 or more - were classified as major taxpayers. Table XIV shows the percentage of valuation in each school district held by "major" taxpayers.

Table XIV

Taxable Valuations in Orange County Classified by Size and School District, 1959

District	Total Assessments by District	Properties Valued at $10,000 or More, Total	Per Cent
Bancroft	$ 1,103,800	$ 548,300	50%
Bridge City	3,513,400	863,000	25
Cove	1,152,100	792,700	69
Mauriceville	1,649,600	914,400	55
Orange	14,345,100	6,655,800	46
Orangefield	7,775,800	5,497,500	71
West Orange	19,314,000	17,694,100	92
Vidor	6,620,100	2,035,800	31
Little Cypress	3,276,800	1,348,900	41
Unassigned	1,318,600	5,662,100	--
Total	$60,069,300	$42,012,600	70%

Source: Orange County Tax Roll, 1959.

Stated another way, 70 per cent of all taxes paid to Orange County in 1959 came from taxpayers whose property is worth $66,000 or more, leaving only 30 per cent from smaller taxpayers. Assuming that the levels of taxation applied to large and small taxpayers in each of the school districts is comparable to that applied by the county, the percentage of school taxes paid by large and small taxpayers should approximate the percentages cited above.

SUMMARY

Both the cost of education and the local tax share of that cost may be expected to rise appreciably in Orange County through 1965-66. If an effort is made to bring programs and facilities up to an optimum level through professional staff additions, higher salaries to attract and hold better qualified people, and replacement and renovation of substandard facilities, the acceleration will be much more pronounced.

If all school children in Orange County are to have access to an individualized, optimum education program it will be necessary to shore up some weaknesses in local tax administration, to eliminate some expensive and relatively unproductive organizational and administrative practices and to make available some additional resources in areas where the number of children has outstripped the financial base.

CHAPTER V

THE FUTURE OF PUBLIC EDUCATION IN ORANGE COUNTY

There is no "crisis" in public education in Orange County in the sense that any part of the structure of public schools is on the verge of collapse. Every district in the county can probably continue to cope with its own problems in much the same fashion as in the past. On the other hand, the system is operating at a level considerably below its potential.

Considered as a whole, Orange County is severely hampered in its efforts to provide good education for all its children because of the illogical pattern in which its school districts have developed over the years.

A more practical alignment of children and resources in a reasonable administrative pattern would greatly simplify the task of providing a first class educational system in Orange County. It would make possible:

- Economies in administrative overhead expenses which contribute little to a child's education;
- Better utilization of existing school plants and facilities to reduce the construction requirements for growing enrollments;
- More convenient school attendance locations for many children; and
- More efficient utilization of teaching personnel, particularly at the high school level.

HOW TO HAVE AN EDUCATIONAL PROGRAM OF THE FIRST CLASS FOR ALL ORANGE COUNTY SCHOOL CHILDREN

To provide a solid foundation for a first class educational system for all Orange County children, the present districts should be regrouped so that:

1. Every district can provide a full 12 grade program for at least 1,000 children in average daily attendance.

   - Parents in the Bancroft and Cove districts have no effective voice in the education of their high school children, and the transfer from one system to another sometimes leads to adjustment problems for the students involved.

   - Bancroft, Cove, Mauriceville, and Orangefield are all well-run small school systems. Within the framework in which they now operate, each is doing a good job. However, none of the four can expect to have enough children in attendance - even by 1965 - to provide a well-rounded, individualized educational program. By regrouping they can obtain a better program - at lower cost per pupil - than would be possible under the present arrangement.

2. Every district has enough resources to finance its school adequately with reasonable local effort.

   - From their own resources, all of the districts except Orange are capable of substantially increasing financial support of their schools. Considerably more money would be available for public schools if every district in the county had an effective school tax level corresponding to that of Orange. Better tax administration facilities are needed in all districts except Orange, West Orange, and Little Cypress.

   - After the "have not" districts have helped themselves to improve as much as they can, there will still be a need for sharing with them the oil and industrial resources with which Orange County is so richly endowed.

THE COST OF REORGANIZATION. Changing the boundaries of school districts in Orange County will not, by itself, increase the cost of education. In fact, it would actually permit the establishment of a much more effective educational program AT EXISTING COST. For example:

- If high school pupils from Orangefield and Mauriceville were combined (or grouped with those of some other high school) the same number of teachers could offer a wider variety of courses to classes of more reasonable size.

- If empty classrooms such as the ten at McLewis and Orangefield could be used to house some of the overflow from other areas, construction requirements for the immediate future would be reduced.

- Administrative savings through a reduction in duplicated overhead expenses could be plowed back into personnel and maintenance budgets.
- More effective centralized purchasing might save upwards of $10,000 annually to be applied to better classroom equipment.

It must be pointed out, however, that combination of West Orange with any other district except Orangefield would result in the loss of some state aid money, because the Minimum Foundation Program - in effect - subsidizes maldistributions of local resources such as that which exists in Orange County. Even so, such losses would be more than offset by educational improvements which resulted.

THE COST OF ADEQUATE FACILITIES AND AN OPTIMUM PROGRAM. Reorganization alone will not make possible a top-flight school system for all Orange County students, although it could produce some major improvements. Reorganization _will_ lay the foundations for a first class system. Without reorganization such an attainment is beyond the capacity of every existing school district in the county with the possible exception of West Orange and Orangefield. In the latter case it would be inordinately expensive.

To have an optimum program in adequate facilities, these additional steps must be taken:

1. Enlarge the number of professional personnel and provide a salary schedule which will attract and hold well-qualified employees.
    - Every district except Orange and Orangefield has fewer than 50 professional people for each 1,000 students. (Details are cited in Table VI on page 35.)
    - For the county as a whole, some 20 to 25 more teachers, plus supporting personnel, will be required for enrollment growth each year through 1965-66.

  - Salary schedules of all Orange districts are below those paid by competing schools in Jefferson County. Every district in Orange County has problems of relatively high turnover rates and/or teachers not properly qualified to carry out their present assignments.

2. Replace inadequate school buildings and equipment, and provide new facilities, to meet growth requirements.

   - Every district except Orangefield has at least one school where too many children - or too many grades - are taught on one campus.

   - Every district has one or more buildings presently occupied by children during the regular school day which need renovation or replacement.

   - For the county as a whole, between 20 and 25 new classrooms, plus auxiliary facilities, must be provided each year through 1965-66.

3. Replace the present ineffective county superintendency with an Intermediate District office staffed and equipped to supply central services.

   - No important responsibilities remain to the present Office of County Superintendent - through no fault of the incumbent, who is a well-qualified school administrator - and little return is received on the $14,000 annual investment in the office.

   - An effective intermediate unit could provide useful services such as central purchasing, audio-visual library, research, central transportation, etc.

The cost of providing an educational system of the first class would vary somewhat with the kind and degree of school district reorganization which preceded it. For purposes of making reasonable estimates of cost it is necessary to deal with specific administrative units as they would be constituted under various possible organization patterns.

ALTERNATIVE ORGANIZATIONAL PATTERNS

It was agreed at the outset of this study that the research team would recommend no single pattern of reorganization for solving the problems known to exist, but instead would offer alternative suggestions. Although there may be many ways to improve the present organizational structure of Orange County school districts, there are three which seem to the research staff to be most practical and workable. They are:

1. A county unit district replacing the nine present districts.
2. A reorganization of the present nine districts into three districts, each with adequate children and resources.
3. Regrouping of children in districts now operating less than a full 12 grade program for 1,200 students, plus a county-wide equalization tax to be redistributed on the basis of average daily attendance.

COUNTY UNIT SYSTEM. Orange County would be ideally suited for the operation of a county unit school system. It is reasonably small in area with a good network of all-weather highways, and 13,000 students would make an excellent administrative unit. The employment commuting patterns of parents indicate that the county is rapidly becoming a metropolitan complex, rather than a collection of separate communities.

Requirements.

1. Staff:

   - To place the present professional employees on a salary schedule comparable to that paid in Beaumont ($4,000 for a beginning teacher) would require an additional expenditure of approximately $260,000 per year.
   - As a county unit system, Orange County would require 54 more staff members to meet the standard of 50 professional employees for each 1,000 students. The cost would be approximately $250,000.
   - Approximately $50,000 in administrative expenses could be saved.

2. Facilities:

   - Some adjustments in school classification should be made, but further study would be required. One possible pattern (as an example only) is shown in the map on the following page. It suggests:

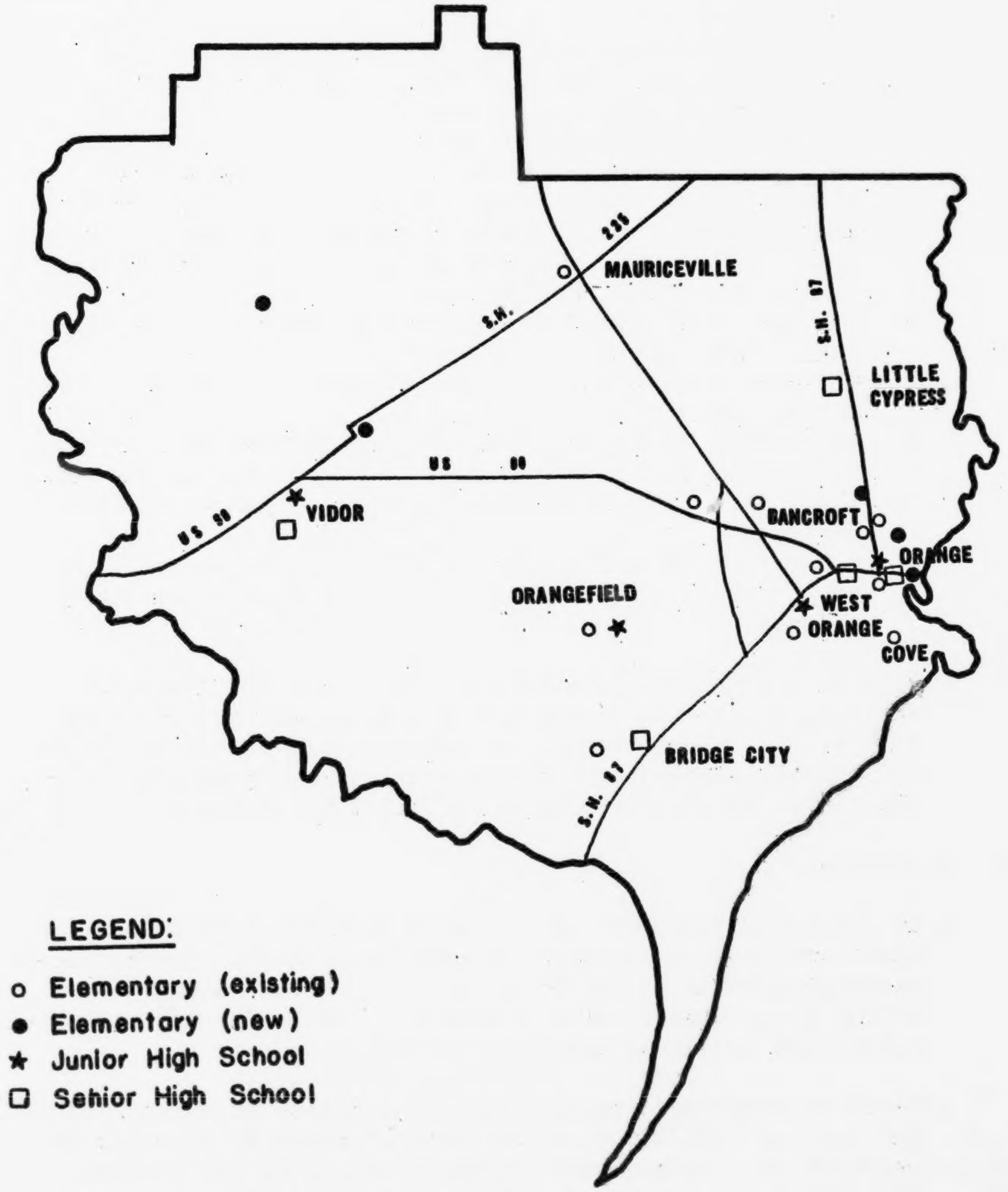
     a. Continuation of six grade elementary schools at Bancroft and Cove.
     b. A six grade elementary school only at Mauriceville.
     c. Conversion of Bridge City Junior-Senior High School into a three year high school.
     d. Conversion of Stark-Carr schools in Orange to a three year high school; conversion of Anderson Elementary into a junior high school; construction of a new Colored elementary school and conversion of Wallace into a six year high school; and construction of a new elementary school to replace Tilley and Colburn.
     e. Conversion of the West Orange High School into a junior high school plant.
     f. Conversion of Orangefield High School into a junior high school plant.
     g. Conversion of Vidor Elementary and Grammar schools into a junior high school plant and construction of two new elementary schools (including the one planned at Pine Forrest).
     h. Conversion of Little Cypress High School into a three year high school and construction of a new elementary school.

   - This alignment, plus needed renovation and additions to existing facilities would cost approximately $3.5 million for capital improvements. (A new high school somewhere in the Bancroft-McLewis-Salk area would probably be needed in the future at an approximate cost of $750 thousand.)

3. Financing:

   - To place all taxpayers on an equal footing, a comprehensive equalization program would be required. Recent professional reappraisals and property records established thereby in Bridge City, Orange, West Orange and Little Cypress might be sufficient for those areas.
   - Based on equalized property values assessed at a ratio of 50 per cent of full value, a tax rate of about $0.90 would be required in a county-wide district utilizing the present facilities and personnel. To provide a quality program and adequate facilities a tax rate of $1.30 would be required.

POSSIBLE SCHOOL LOCATIONS FOR AN ORANGE COUNTY UNIT SYSTEM


MAURICEVILLE
S.H. 225
S.H. 87
LITTLE CYPRESS
US 90
VIDOR
BANCROFT
ORANGE
ORANGEFIELD
WEST ORANGE
COVE
BRIDGE CITY
S.H. 87
LEGEND:
○ Elementary (existing)
● Elementary (new)
★ Junior High School
☐ Senior High School

- For the average owner of a $10,000 home in each of the present districts, the required taxes compared to those now paid would be about as follows:

		County Unit at Present Levels		County Unit With Quality Program & Facilities	
	Present	Amount	Change	Amount	Change
Bancroft	$30	$45	$ 15	$65	$ 35
Bridge City	56	45	(9)	65	9
Cove	45	45	-	65	20
Mauriceville	32	45	13	65	33
Orange	76	45	(31)	65	(11)
Orangefield	54	45	(9)	65	11
West Orange	29	45	16	65	36
Vidor	40	45	5	65	25
Little Cypress	56	45	(11)	65	9

NOTE: Minus figures in parenthesis.

- Construction of the Phillips and Gulf States plants will reduce the tax rate requirements by five or ten cents and the average tax on a $10,000 property by about $5.00 per year.

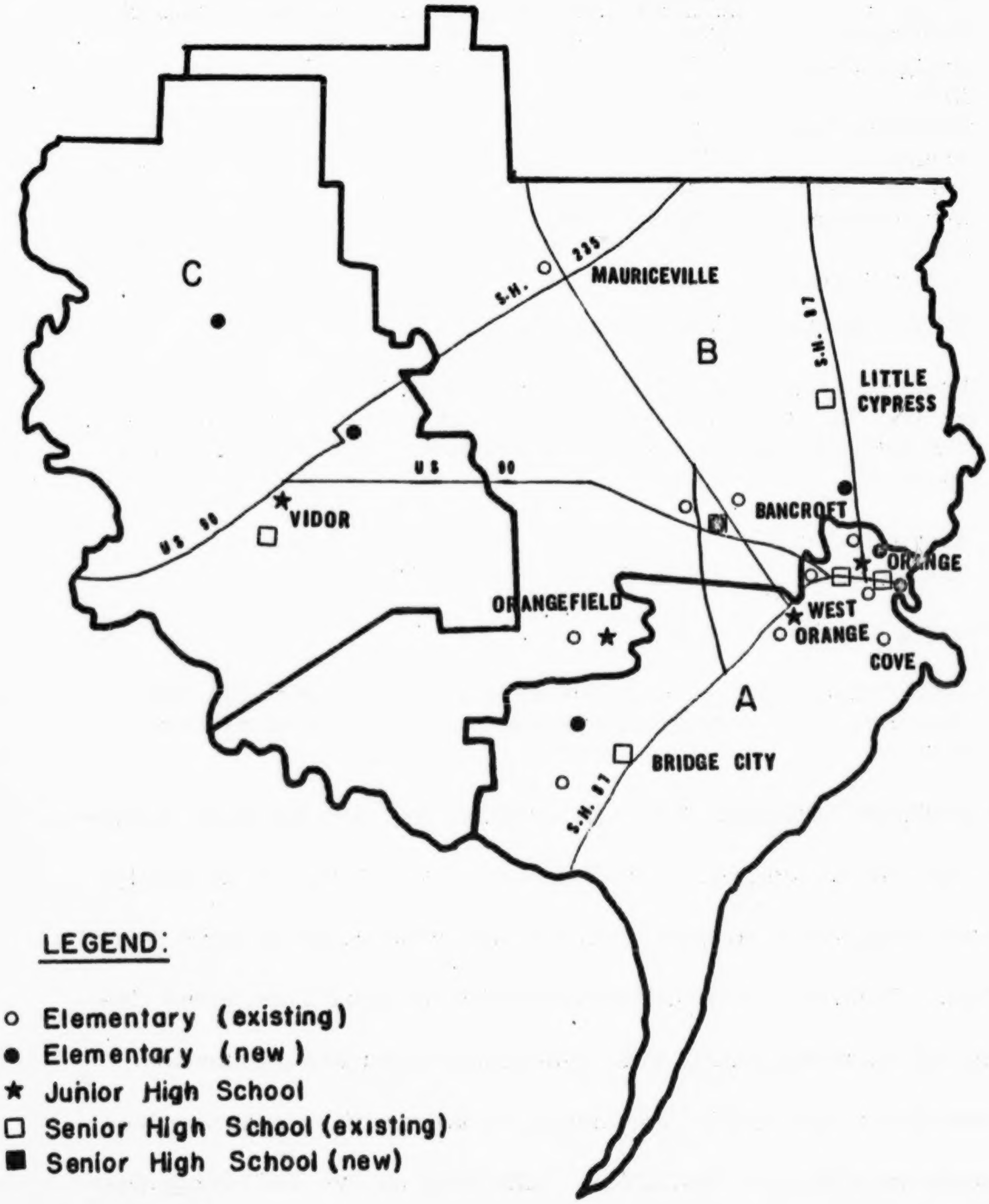
- Approximately 70 per cent of the local tax cost of this system would be borne by major taxpayers.

4. County Superintendency:

   - In a county unit system there would be no need for the services of a county superintendent or an intermediate unit.

THREE DISTRICT ORGANIZATION. Because of the overwhelming concentration of industrial wealth along "chemical row" it would be nearly impossible to completely balance children and resources in more than two districts. However, it would be possible to establish three districts, each of adequate size, with reasonably adequate resources. Each of these districts would be capable of maintaining a good educational program in adequate facilities. The map on the following page details the suggested organizational arrangement. In general it provides for the following grouping:

POSSIBLE THREE DISTRICT ORGANIZATION AND SCHOOL LOCATIONS FOR ORANGE COUNTY


C
B
A
S.H. 225
MAURICEVILLE
S.H. 87
LITTLE CYPRESS
U S 90
U S 90
VIDOR
BANCROFT
ORANGE
WEST ORANGE
ORANGEFIELD
COVE
BRIDGE CITY
S.H. 87
LEGEND:
○ Elementary (existing)
● Elementary (new)
★ Junior High School
☐ Senior High School (existing)
■ Senior High School (new)

	Scholastics	Full Value	Full Value Per Scholastic
District A	9,691	$287 million	$30 thousand
Bridge City			
Orange			
West Orange			
Cove			
District B	2,693	$ 80 million	$30 thousand
Mauriceville			
Orangefield*			
Little Cypress			
Bancroft			
District C	3,818	$ 70 million	$20 thousand
Vidor			
Orangefield*			

---

*Orangefield would be divided somewhere across the North Port Neches Oil Field so that approximately a third of the mineral values in the present Orangefield district would be ceded to the Vidor district.

Requirements.

1. Staff:

   - To match the standard of 50 professionals per 1,000 students, and to raise the salary level to that paid in Beaumont, the three districts would have to make the following additional expenditures:

	To Raise Present Salaries	To Add Personnel No.	Amount	Total
District A	$119,000	20	$ 97,400	$216,400
District B	45,800	8	38,700	84,500
District C	93,800	26	119,300	213,100
	$258,600	54	$255,400	$514,000

2. Facilities:

   - Some adjustments in school classification should be made, but further study would be required. One possible pattern (as an example only) is shown in the map on page 89. It suggests:

     a. District A
        - Continuation of a six grade elementary school at Cove.
        - Construction of a new elementary school at Bridge City and conversion of the Bridge City Junior-Senior High School into a three year high school.

- Construction of an elementary school at Orange to replace the "war babies," conversion of Stark-Carr into a three year high school, conversion of Anderson Elementary into a small junior high school, and construction of a new elementary school for the lower six grades at Wallace with Wallace being converted to a six year high school only.
- Conversion of West Orange High School into a junior high school.

b. District B
  - Continuation of six grade elementary schools at Bancroft and McLewis.
  - Conversion of the Orangefield Junior-Senior High School into a junior high school.
  - Conversion of the Little Cypress High School into a junior high school, and construction of a new elementary school in the southern portion of the present Little Cypress district.
  - Construction of a new three year high school somewhere in the vicinity of the present Bancroft-McLewis area.

c. District C
  - Conversion of the present Vidor Elementary and Grammar schools into a junior high school.
  - Construction of two new elementary schools including the one already planned for Pine Forrest. (A third new elementary will be required in the relatively near future.)

- This alignment plus needed renovation and additions to existing facilities would cost approximately:

District A	$2.0 million
District B	1.5 million
District C	1.2 million
Total	$4.7 million

- The principal difference between the facilities for the Three District System and the County Unit System would be the provision of a new high school in the immediate future in District B above. The new high school could be put off for some time in a county unit through conversion of existing facilities.

3. Financing:

- Equalization programs should be instituted in all three districts to put all taxpayers on an even footing as outlined under the County Unit System above.

- Based on equalized property values assessed at a ratio of 50 per cent of full value, the following tax rates would be required:

	For Present Program and Facilities	For Improved Program and Facilities
District A*	$0.94	$1.26
District B**	1.10	1.60
District C	0.60	1.44

---

*Completion of the new Gulf States Utilities plant would reduce tax levels an indeterminate amount in District A.

**Completion of the new Phillips plant would reduce tax rates 20 to 25 cents in District B.

- For the average owner of a $10,000 home in each district, the realignment would produce the following changes:

		Present Program and Facilities		Improved Program and Facilities	
	Present	Amount	Change	Amount	Change
District A*					
Bridge City	$56	$47	$ (9)	$63	$ 9
Orange	76	47	(29)	63	(13)
West Orange	29	47	18	63	34
Cove	45	47	2	63	18
District B**					
Mauriceville	32	55	23	79	47
Orangefield	54	55	1	79	25
Little Cypress	56	55	(1)	79	23
Bancroft	30	55	25	79	49
District C					
Vidor	40	30	(10)	72	32

---

*Completion of the new Gulf States Utilities plant would reduce tax levels an indeterminate amount in District A.

**Completion of the new Phillips plant would reduce the average annual tax on a $10,000 property by about $10.

4. County Superintendency:

   - An intermediate unit could provide such services as central purchasing, transportation, audio-visual library, and similar aids to a three district system.

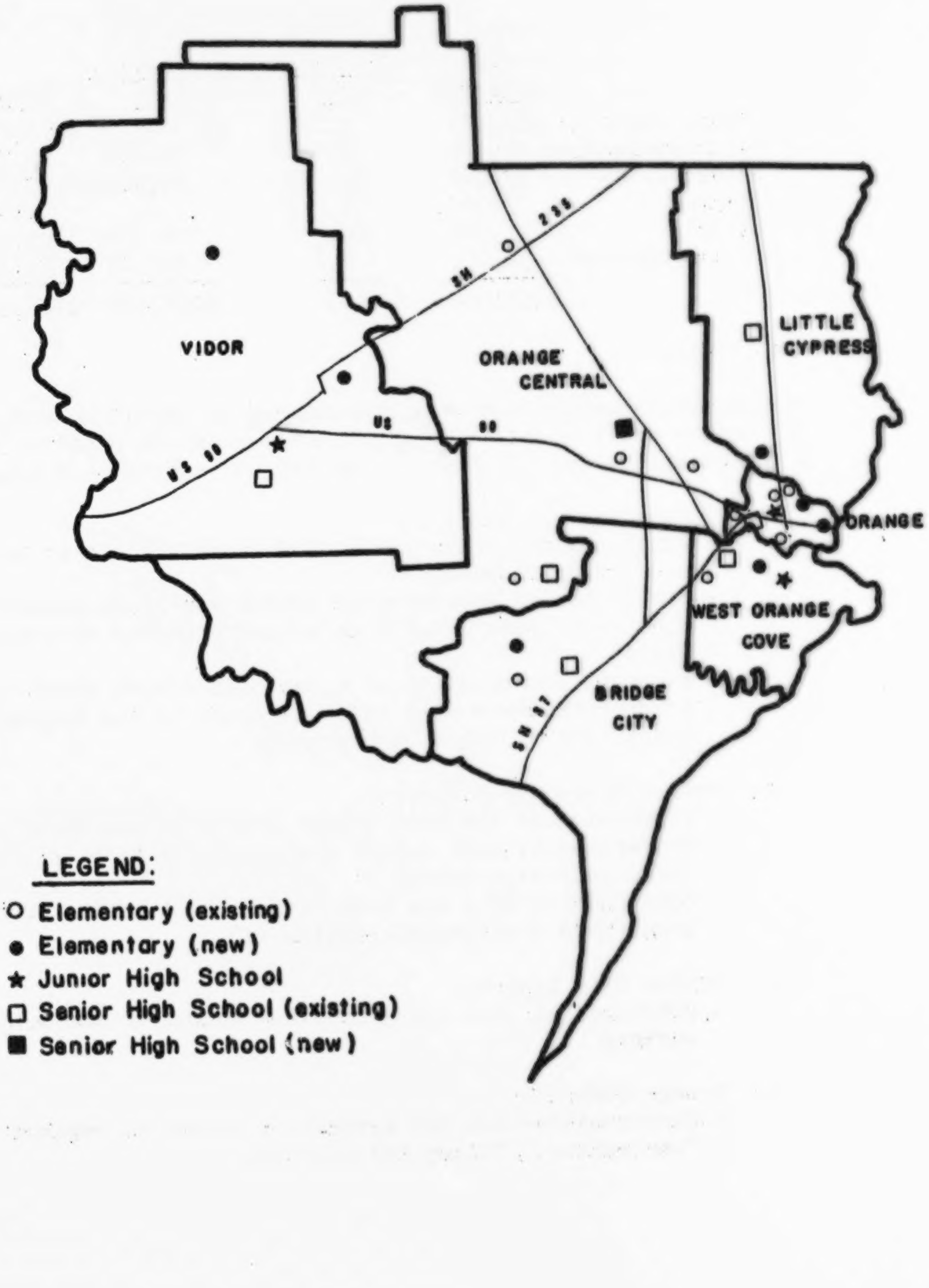
SIX DISTRICT ORGANIZATION. A reorganization plan which would have the virtue of disturbing the established districts the least while providing the acceptable grouping of students would be the following: (See map on following page.)

District		1960 Scholastics
1. Orange Central Independent School District		1,488
Bancroft	516	
Mauriceville	327	
Orangefield	645	
2. West Orange-Cove Consolidated I.S.D.		1,823
Cove	456	
West Orange	1,367	
3. Bridge City		1,823
4. Orange		6,045
5. Vidor		3,818
6. Little Cypress		1,205

The Little Cypress district is slightly below minimum desirable size, but anticipated rapid growth should remedy that defect. If Bancroft High School students no longer transferred to West Orange, it would be desirable to replace them with Cove High School students, rather than to consolidate Cove with the Orange district, which it also touches.

This arrangement would not solve the financial problems of districts such as Orange and Vidor, however, and population growth may outstrip new industrial developments in Bridge City and Little Cypress. The Six District Organization should be supplemented by a county-wide equalization tax levied against county valuations and assessed and collected by the County Tax Office. Details of this proposal will be discussed under the heading of Financing below.

POSSIBLE SIX DISTRICT ORGANIZATION AND SCHOOL LOCATIONS FOR ORANGE COUNTY


VIDOR
ORANGE CENTRAL
LITTLE CYPRESS
ORANGE
WEST ORANGE COVE
BRIDGE CITY
SH 2??
US 90
US 90
SH 87
LEGEND:
○ Elementary (existing)
● Elementary (new)
★ Junior High School
☐ Senior High School (existing)
■ Senior High School (new)

Requirements.

1. Staff:

- To meet the standard of 50 professionals per 1,000 pupils and to raise the salaries of all professionals to the level paid in Beaumont would require the following additional expenditures:

	To Raise Present Salaries	To Reach Desirable Staff Level		Total
		No.	Cost	
Orange Central	$14,200	-	$ -	$ 14,200
West Orange-Cove	12,900	8	36,800	49,700
Bridge City	30,000	13	59,500	89,500
Orange	76,000	-	-	76,000
Vidor	93,800	26	119,300	213,100
Little Cypress	32,000	8	39,100	71,100
	$258,000	55	$254,700	$513,600

2. Facilities:

- Some adjustments in school classification should be made, but further study would be required. One possible pattern (as an example only) is shown in the map on page 96. It suggests:

a. Orange Central District
  - Continuation of six grade elementary schools at Bancroft and McLewis.
  - Conversion of Mauriceville into a six grade elementary plant and transfer of high school students to Orangefield.
  - Eventual construction of a new high school plant in the Bancroft-McLewis area and conversion of the Orangefield plant into a junior high school.

b. West Orange-Cove District
  - Conversion of the Cove school into a junior high.
  - Conversion of West Orange Junior-Senior High into a three year high school.
  - Construction of a new elementary school in the Cove area (when enrollments require it).

c. Bridge City District
  - Construction of a new elementary school in the Northwest sector.

d. Orange District
  - Construction of a new elementary school to replace the "war babies," Tilley and Colburn.

- Construction of a new elementary school for the lower six grades at Wallace, and conversion of the Wallace plant to a six year high school only.
- Shifting population centers may require construction of another new elementary school on the west side.

e. Vidor District
- Construction of two new elementary schools including the one presently planned at Pine Forrest. (A third will be needed in a few years.)
- Conversion of the present elementary and grammar schools into a junior high school.

f. Little Cypress District
- Construction of a new elementary school in the southern end of the district.
- Conversion of the present elementary school into part of a six year high school along with the present high school plant.

- This alignment plus needed renovation and additions to existing facilities would cost approximately:

Orange Central	$0.9 million
West Orange-Cove	0.6
Bridge City	0.5
Orange	1.2
Vidor	1.2
Little Cypress	0.5
Total	$4.9 million

- The major difference in capital improvements for the six district system compared to the county unit is a new high school in the Orange Central district.

3. Financing:

- Equalization programs should be instituted in the Orange Central, Cove and Vidor districts to place all taxpayers on an even footing.

- Coupled with the six district organization there should be a county-wide equalization tax of $0.50 per $100 of county value, collected by the county tax assessor. This levy would produce around $300 thousand to begin with, and would increase as the county roll grows. It should be distributed on the basis of the previous year's average daily attendance. Permissive legislation would have to be enacted by the state legislature, followed by adoption in a county-wide election.

NO EQUALIZATION TAX SHOULD BE ADOPTED UNLESS PRESENT DISTRICTS ARE GROUPED INTO UNITS OF ACCEPTABLE SIZE.

- The suggested $0.50 county equalization levy would cost the average $10,000 homeowner $7.50 per year. Again, 70 per cent of the levy would be paid by major taxpayers.

- Based on equalized property values, assessed at a ratio of 50 per cent of full value and coupled with the equalization tax, the following rates would be required.

	To Maintain Present Levels	For Improved Program and Facilities
Orange Central	$0.86	$1.06
West Orange-Cove	.56	.72
Bridge City*	.81	1.56
Orange	1.26	1.58
Vidor	.47	1.60
Little Cypress**	.83	1.86

- For the average owner of a $10,000 home in each district, the changes would be about as follows (including the county equalization tax of $7.50):

	Present Tax	To Maintain Current Levels		For Improved Program and Facilities	
		Amount	Difference	Amount	Difference
Orange Central					
Bancroft	$30	$50	$20	$60	$30
Mauriceville	32	50	18	60	28
Orangefield	54	50	(4)	60	6
West Orange-Cove					
West Orange	29	36	7	42	13
Cove	45	36	(9)	42	(3)
Bridge City*	56	48	(8)	86	30
Orange	76	70	(6)	86	10
Vidor	40	32	(8)	88	48
Little Cypress**	56	50	(6)	100	44

NOTE: Minus figures in parentheses.

*Construction of the Gulf States plant will reduce these requirements by an indeterminate amount.

**Construction of the Phillips plant will reduce these requirements by about $0.75 to $0.80 (rate) and $40 to $50 on the annual tax.

4. County Superintendency:

   - Under a six district system there would be even more opportunities for useful service by an intermediate unit than there would be under a three district setup.

NOTE: Estimates of the cost of programs and facilities - and the taxes required to support them - under the suggested plans of realignment are based on the current year. They are subject to a substantial margin of error, but they are the best projections which the staff and consultants could make with the resources and time at hand.

COST IN PERSPECTIVE. The amount of money required to provide adequate school plants and optimum programs will be substantial, but it should be viewed in perspective.

- At least $60 to $75 thousand of the total will go to the financing of new facilities for expected growth, regardless of whether any reorganization takes place.
- Competition for teachers will eventually force an upward revision of salaries in existing districts.
- Competition between the existing districts will probably continue to promote the construction of new and bigger high schools and athletic plants.

The cost of providing a top-flight educational system for the whole county under each of the three alternative plans suggested is summarized in the table on the following page. It will be noted that, the more comprehensive the reorganization, the lower would be the overall costs.

Administrative savings and better utilization of facilities add up to a savings of about $200 thousand in a county unit as compared to either of the other two alignments. On the other hand, the political obstacles to the county unit may be greater.

Local Cost Summary

The Cost of:	County Unit		Three District System		Six District System	
Reorganization						
Loss in State Aid	$ 81,000		$ 81,000		$ 24,000	
Administrative Saving	50,000		20,000		-	
Net Cost		$ 31,000		$ 61,000		$24,000
Optimum Programs						
Increased Salaries	$259,000		$259,000		$259,000	
Additional Personnel	255,000		255,000		255,000	
Increased Operating Allowance	51,000		51,000		51,000	
Total		$565,000		$565,000		$565,000
Adequate Facilities (Debt Service)		$150,000		$343,000		$358,000
Grand Total		$746,000		$969,000		$947,000

Translating the cost of reorganization and improvement of Orange County schools into actual tax requirements for the average taxpayer adds another dimension to the analysis. The table below shoes (1) the current tax level on each $1,000 of taxable property value for each district; (2) the level which would be required under each of the three reorganization plans with no change in present expenditures; and (3) the level which would be required to finance a system of the first class under each of the three alignments.

As the following table shows, a county-wide educational system of the first class could be achieved for approximately $6.50 per thousand dollars of actual property value - or a rate of $0.65 per $100 on a full value assessment. The rate could probably be reduced to about $0.60 per $100 upon completion of new industrial plants now under construction. This would be considerably less than the present tax level in the

Orange district, and only slightly higher than that in Bridge City, Orangefield and Little Cypress.

Local Tax Cost Per $1,000 of Actual Value

District	Present	County Unit		Three Districts[a]		Six Districts[b]	
		Current Level	Optimum Level	Current Level	Optimum Level	Current Level	Optimum Level
Bancroft	$3.00	$4.50	$6.50	$5.50	$7.90	$5.00	$6.00
Bridge City[c]	5.60	4.50	6.50	4.70	6.30	4.80	8.60
Cove	4.50	4.50	6.50	4.70	6.30	3.60	4.20
Mauriceville	3.20	4.50	6.50	5.50	7.90	5.00	6.00
Orange	7.60	4.50	6.50	4.70	6.30	7.00	8.60
Orangefield	5.40	4.50	6.50	5.50	7.90	5.00	6.00
West Orange	2.90	4.50	6.50	4.70	6.30	3.60	4.20
Vidor	4.00	4.50	6.50	3.00	7.20	3.20	8.80
Little Cypress[d]	5.60	4.50	6.50	5.50	7.90	5.00	10.00

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[a] District "A"
  Bridge City
  Orange
  West Orange
  Cove

District "B"
  Mauriceville
  Orangefield (2/3 of minerals)
  Little Cypress
  Bancroft

District "C"
  Vidor
  Orangefield (1/3 of minerals)

[b] Orange Central
  Bancroft
  Mauriceville
  Orangefield
West Orange-Cove
Bridge City
Orange
Vidor
Little Cypress

NOTE: The six district plan includes a county-wide equalization tax of fifty cents per $100 of assessed value. At present assessment levels this would be equal to a tax of $0.75 per $1,000 of actual value which is included in the figure shown.

[c] New Gulf States plant will decrease requirements.

[d] New Phillips plant will decrease requirements.

Attainment of a first class system would call for greater local effort on the part of some of the districts under either of the other two plans. Taxes would be doubled, or nearly doubled, in Bancroft, Mauriceville, Vidor, and Little Cypress under the six district alignment, and substantially increased under the three district setup. (The burden will be decreased considerably in Bridge City and Little Cypress when plants now under construction in those districts are completed.)

SUMMARY

School districts in Orange County do not have to be reorganized, but a sound realignment will lay the foundation for giving all children in the County access to a first class educational opportunity.

The three alternative plans for realignment outlined herein are not the only feasible schemes for improvement; they may not even be the best. But the interested citizen desiring to improve public education in Orange County can find in this report the material for evaluating the ingredients and results of any form of reorganization he may favor.

Orange County has the capacity to provide a public education system of the first class, but more than a minimum effort will be required. The achievement will necessitate - most of all - the acceptance of a metropolitan concept for Orange County, and a willingness of all segments of the population and economy to fully support that concept.

APPENDIX A

Table I

Estimated White Enrollments in Orange County Public Schools, 1959-1965

Grade	1958-59 Actual	1959-60 Actual	1959-60 Estimate	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66
A. Based on 10 Year Historical Data									
1	1,281	1,250	1,230	1,276	1,345	1,303	1,444	1,486	1,486
2	1,396	1,337	1,383	1,328	1,378	1,453	1,407	1,560	1,605
3	1,308	1,324	1,424	1,411	1,355	1,406	1,482	1,435	1,591
4	1,300	1,221	1,282	1,396	1,383	1,328	1,378	1,452	1,406
5	1,389	1,212	1,300	1,282	1,396	1,383	1,328	1,378	1,452
6	1,276	1,320	1,389	1,300	1,282	1,396	1,383	1,328	1,378
7	1,069	1,251	1,302	1,418	1,326	1,308	1,424	1,411	1,355
8	939	1,001	1,037	1,263	1,375	1,286	1,269	1,381	1,369
9	995	877	920	1,016	1,238	1,348	1,260	1,244	1,353
10	840	860	925	856	945	1,151	1,254	1,172	1,157
11	623	746	706	777	719	794	967	1,053	984
12	569	541	548	621	684	633	699	851	927
Total	12,985	12,940	13,466	13,944	14,426	14,789	15,295	15,751	16,063
B. Based on 5 Year Historical Data									
1	1,281	1,250	1,266	1,314	1,385	1,341	1,487	1,530	1,500
2	1,396	1,337	1,422	1,405	1,459	1,537	1,489	1,651	1,698
3	1,308	1,324	1,424	1,450	1,433	1,488	1,568	1,519	1,684
4	1,300	1,221	1,282	1,396	1,421	1,404	1,458	1,537	1,489
5	1,389	1,212	1,399	1,320	1,438	1,464	1,446	1,502	1,583
6	1,276	1,320	1,389	1,339	1,320	1,438	1,464	1,446	1,502
7	1,069	1,251	1,314	1,431	1,379	1,360	1,481	1,508	1,489
8	939	1,001	1,069	1,314	1,431	1,379	1,360	1,481	1,508
9	995	877	920	1,048	1,288	1,402	1,351	1,333	1,451
10	840	860	935	865	985	1,211	1,318	1,270	1,253
11	623	746	722	804	744	847	1,041	1,133	1,092
12	569	541	548	635	708	655	745	916	997
Total	12,985	12,940	13,630	14,321	14,991	15,506	16,208	16,826	17,246

APPENDIX A

Table II

Estimated Colored Enrollments in Orange County Public Schools, 1959-1965

Births		School Year	1	2	3	4	5	6	7	8	9	10	11	12	Total
1952	161	58-59	173	154	151	112	132	118	83	96	93	87	61	64	1,343
53	180	59-60	185	166	152	149	113	125	113	79	104	78	82	58	1,404
54	206	60-61	212	178	164	150	150	107	120	107	85	87	73	74	1,507
55	206	61-62	212	204	176	162	152	142	103	114	116	71	82	66	1,600
56	162	62-63	167	204	202	174	164	144	136	98	123	97	67	74	1,650
57	202	63-64	208	160	202	200	176	156	138	129	106	103	91	60	1,729
58	181	64-65	186	200	158	200	202	167	150	131	139	89	97	82	1,801
		65-66	200	179	198	156	202	192	160	142	141	117	84	87	1,858

Source: Birth Data from State Health Department. Estimates by TRL Staff.

APPENDIX B

Pre-School Age Children in Orange County, September 2, 1959 by District and by Year of School Entry

District	1959	1960	1961	1962	1963	1964[c]	1965[c]	Total
White	(Actual)							
Bancroft	31	26	29	30	41	32	31	189
Bridge City	183	178	163	154	154	171	171	991
Cove[a]	43	40	40	40	38	39	38	235
Mauriceville	28	37	31	38	19	25	24	174
Orange	305	435	407	442	418	453	453	2,608
Orangefield	73	55	58	51	48	58	57	327
West Orange	120	110	120	117	98	95	94	634
Vidor[b]	360	313	319	328	299	292	291	1,842
Little Cypress	107	92	94	84	84	73	73	500
Total White	1,250	1,286	1,261	1,284	1,199	1,238	1,232	7,500
Colored								
Orange	157	172	173	156	175	158	158	992
West Orange		1	1					
Total Colored	157	173	174	156	175	158	158	992
Total White and Colored	1,407	1,459	1,435	1,440	1,374	1,396	1,390	8,492

Source: Pre-School Census, January, 1960, and Accreditation Reports.

[a] No pre-school census taken in Cove; staff estimates based on regular scholastic census and pre-school census of surrounding districts.

[b] Partially estimated by staff.

[c] Children in these two age levels were inadvertently grouped in coding for punched card analysis. Total for two year period divided by two.

APPENDIX C

Origin and Destination of Orange County Children Whose Parents Have Been in Their Present District Five Years or Less

	District Moved To									County			
										Total			
District Moved From	Ban-croft	Bridge City	Cove[a]	Maurice-ville	Orange	Orange-field	West Orange	Vidor	Little Cypress	Minus Cove	With Cove	Per Cent	Per Cent of Total
Orange County													
Bancroft		8			41	7	41		8	105		7	
Bridge City	5	4[b]			59	17	6	3	20	114		8	
Cove		6		4	33	5	31		30	109		7	
Mauriceville		4		2	6		7		2	21		1	
Orange	240	143		62	14[b]	153	419	75	439	1,545		56	
Orangefield		33		5	27		4	3		72		5	
West Orange	6	37			111	28		3	66	251		17	
Vidor				18	15	28	9	4	4	78		5	
Little Cypress	5	3			75	1	18			102		7	
Total	256	238	73	91	381	239	535	88	569	2,397	2,470		24%
Per Cent	10%	10%	3%	4%	15%	10%	22%	4%	23%				
Jefferson County													
Beaumont		13		3	111	18	32	933	20	1,130			
Port Arthur	3	112		24	42	26	12	30	23	272			
Other	15	94		14	100	8	19	107	9	366			
Total	18	219	54	41	253	52	63	1,070	52	1,768	1,822		18%
Per Cent	1%	12%	3%	2%	14%	3%	3%	59%	3%				
Other Texas Counties													
Jasper	1				17		7	6	2	33			
Newton				3	31	2	2	6	5	49			
Other	15	57		32	777	57	61	319	70	1,388			
Total	16	57	25	35	825	59	70	331	77	1,470	1,495		14%
Per Cent	1%	4%	2%	2%	55%	4%	5%	22%	5%				
Louisiana	15	33	91	9	431	29	56	117	38	728	819		8%
Per Cent	2%	4%	11%	1%	53%	4%	7%	14%	5%				
Other States		34		4	1,229	23	71	164	43	1,568	1,568		15%
Unknown	35	1,148	64	15	64	27	198	591	5	2,083	2,147		21%
Grand Total	340	1,729	307	195	3,183	429	993	2,361	784	10,015	10,321		
Per Cent	3%	17%	3%	2%	31%	4%	10%	23%	6%				

APPENDIX D

TRAINING FOR TERMINAL JOB OPPORTUNITIES

College preparatory requirements are easily obtained from entrance catalogues and may be readily compared to high school course offerings as a measurement of the adequacy of those course offerings. Unfortunately, the high school courses which best prepare a non-college bound graduate to obtain a good job in the labor market are not so well known. In fact, the job opportunities themselves are seldom publicized.

To cover this gap in the measurement of high school programs for Orange County, a committee of personnel administrators was asked to estimate job opportunities and desirable preparations for those opportunities. The committee included Mr. G. M. von Schriltz, Chairman, personnel director for the Levingston Shipbuilding Company, Mr. Richard LeMaster, personnel director for the Dupont Sabine Works, and Mrs. J. W. Kendrick of the Orange District Texas Employment Commission Office. Their excellent report follows.

TITLES OF BEGINNING JOBS AVAILABLE ANNUALLY FOR INEXPERIENCED HIGH SCHOOL GRADUATES IN THE GENERAL TYPES OF WORK

Chemical Analysis. Analyst and Laboratory Analyst.

Drafting. Apprentice Draftsman, Draftsman Trainee.

Chemical Plant Operation. Service Operator, Operator Helper and Operator "C."

Mechanical Skills. Mechanic-in-Training, Mechanic Helper, Mechanic "D", and Electrician-in-Training.

Stenographic. Stenographer and Typist.

Clerical. Messenger, Mail Clerk, PBX Operator, Reproduction Machine Operator, Retail Cashier, Grocery Checker, Office Clerk, Utility Clerk, Receptionists, and File Clerks.

Sales. Retail Sales Clerk and Produce Sales Clerk.

Miscellaneous. Storeroom or Toolroom Attendant, Storekeeper, Truck Driver, Chauffeur, Stock Clerk and Utilityman.

COMMENTS ON SCHOOL CURRICULUM AND STANDARDS

SCHOOL CURRICULUM

In order to facilitate and reduce the on-the-job training required of high school graduates and to better prepare them for industrial work, students who may be expected to enter into industry after graduation should be counseled to take certain subjects.

Although not presently required as an industrial employment prerequisite, male graduates should take one year of physics and at least one year of algebra. One year of chemistry would be highly desirable for the chemical industry, but should not necessarily be required. One year of mechanical drawing and a year or two of shop work (woodwork, metalwork, welding, auto mechanics, etc.) would also be highly desirable for any male student who anticipates learning a mechanical skill in industry.

One year of mechanical drawing should be the minimum required of any high school graduate who desires to enter the classification of apprentice draftsman or draftsman trainee.

High school students, male and female, desiring to work in a chemical laboratory as laboratory analyst or analyst should be encouraged to take a year of algebra and a year of chemistry.

Male and female students considering clerical type of work should be required to take at least two years of general mathematics and business arithmetic. For females desiring clerical work in industry and business (excluding grocery checkers and cashiers) should be required to take two years of typing.

Female students preparing for a stenographic career must be well versed in typing and shorthand, two years of each. Many graduates today cannot pass proficiency tests in typing and shorthand and must supplement their high school training with business college training.

All high school students should be better prepared in spelling, the use of grammar, and English composition. The importance of being able to communicate with others properly and correctly in both verbal and written forms should be emphasized and re-emphasized.

A significant number of high school graduates fail to successfully pass employment tests because of their inability to read, to interpret correctly what they have read, and to reason correctly after they have made their interpretation. Efforts should be made to improve these abilities in students.

SCHOLASTIC STANDARDS

Schools should provide for reasonably uniform and high scholastic standards. Low standards result in an inadequately educated labor supply force which requires business or industry to provide general educational training or to import people. The former cannot always be done and the latter is highly undesirable.

EMPLOYMENT TESTS

High school graduates desiring employment in business or industry may be required to take and successfully pass employment tests used for screening applicants. In the chemical industry, they are of the mechanical comprehension or reasoning type for males and mental ability type for both males and females. Those desiring to enter drafting work may be required to successfully take a drafting test in addition to the other two.

Generally, proficiency tests in typing and shorthand are required of applicants for stenographic work in business and industrial fields. Some clerical jobs also require a proficiency test in typing.

Table I

Composite Survey of Business Establishments and Industry Jobs Requiring Graduation from High School for Employment

General Types of Work	No. Jobs Now in County		Annual Average Job Availability for Inexperienced Graduates	
	Female	Male	Female	Male
CHEMICAL ANALYSIS	33	124	6	6
CHEMICAL PLANT OPERATION	-	791	-	19
DRAFTING	-	79	-	10
MECHANICAL SKILLS	-	1223	-	547
SALES & SERVICE	316	730	170	49
STENOGRAPHIC & CLERICAL	441	655	262	157
MISC.	-	112	-	37
TOTAL	790	3714	438	825

Notes:

(1) All government agencies and establishments are excluded from this survey.

(2) Many jobs are available each year for high school graduates in numerous types of work not requiring a high school education, such as industrial laborer, construction workers, waitresses, laundry workers, service station attendants, auto mechanics, etc. High school graduates entering a few of these classifications (industrial laborer and certain construction trades) will have definite advantages over non-high school graduates when employees are considered for more skilled jobs.

(3) It should be noted that approximately 40% of the total jobs in the county in the mechanical skills classification are derived from contract fabricating work. As a result a high level of continuous employment may not be sustained on an annual basis and the high turnover rate reflects the contract nature of this business. In effect this means many individuals will be hired, terminated, and rehired during each calendar year.

Table II

CHEMICAL INDUSTRY

Jobs Requiring Graduation from High School for Employment

General Types of Work	No. Jobs Now in County		Annual Average Job Availability for Inexperienced Graduates	
	Female	Male	Female	Male
CHEMICAL ANALYSIS	33	124	6	6
CHEMICAL PLANT OPERATION	-	791	-	19
DRAFTING	-	13	-	1
MECHANICAL SKILLS	-	693	-	19
STENOGRAPHIC & CLERICAL	124	35	30	5
MISC.	-	100	-	26
	157	1756	36	76

Note: The above data represents a survey of the four largest chemical plants in Orange County plus estimated data for a few smaller concerns.

Table III

SHIPBUILDING & STEEL FABRICATING INDUSTRIES

Jobs Requiring Graduation from High School for Employment

General Types of Work	No. Jobs Now in County		Annual Average Job Availability for Inexperienced Graduates	
	Female	Male	Female	Male
DRAFTING	0	66	0	9
MECHANICAL SKILLS	0	530	0	528
STENOGRAPHIC & CLERICAL	49	12	37	6
MISC.	0	12	0	11
	49	620	37	554

Notes: (1) The above figures represent a survey of the two largest steel fabricating and shipbuilding firms in the county and estimated figures for the remaining smaller businesses of this type in the county.

(2) The mechanical skilled jobs in this industry are derived from contract fabricating work. As a result, a high level continuous employment may not be sustained on an annual basis and the high turnover rate reflects the contract nature of this work. In effect this means many individuals will be hired, terminated, and rehired during each calendar year.

Table IV

BUSINESS ESTABLISHMENTS

Jobs Requiring Graduation from High School for Employment

General Types of Work	No. Jobs Now in County		Annual Average Jobs Available for High School Graduates	
	Female	Male	Female	Male
SALES & SERVICE	316	730	170	49
STENOGRAPHIC & CLERICAL	268	608	195	146
TOTAL	584	1338	365	195

Notes: (1) The above data are based upon percentages derived from a survey of six large business firms and applied to the total number of jobs in the county for all business establishments, utilities, and professional groups.

(2) All government agencies and establishments are excluded from this survey.

APPENDIX E

Anticipated Employment in Orange County Industries, 1960-1964

	Total	Percentage Growth
1960	4,420	
1961	4,830	11%
1962	6,035	25
1963	6,575	9
1964	6,860	10

Net Increase: 2,440 or 55%.

Participating Companies

Acheson Dispersed Pigments
American Bridge Division, U. S. Steel
Crown-Zellerbach Corporation
Dupont Sabine Works
Firestone Tire and Rubber Company
Ramsey-Kantz Company
Spencer Chemical Company

Note: Commander of the U. S. Naval detachment in Orange provided present military and civilian complements, but could make no estimate of future staffing requirements.

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